



City of Terrell

Downtown Plan



Approved by the City of Terrell City Council

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KSA

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*As the heart of Terrell and the center of
community activity,
downtown has the cultural context and historical charm
to become a family-friendly destination
that is vibrant with small town living, shopping,
dining and entertainment.*



Executive Summary

Creating a vibrant downtown in Terrell has emerged as a major theme during public engagement for the city's Comprehensive Plan and Downtown Plan. It evolved into the main goal of the Downtown Plan, which is to have downtown become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.

Downtown Terrell is the center of community activity and the heart of the City. It contains a critical mass of commercial, cultural and civic activities. Building on local assets, promoting walkability and creating a sense of place will enable the city to better leverage the strategic importance of downtown to attract business development and build a sense of community.



The Downtown Plan identifies four key outcomes as the guiding framework for the ultimate vision for redevelopment. These include historic preservation, creating a walkable context, establishing a livable neighborhood, and making downtown investment an economic development imperative.

In addition, the Downtown Plan establishes a vision for different character zones of downtown based on the existing context and future redevelopment opportunities. To this end, downtown can be seen as an amalgamation of eclectic sub-districts, each with its unique attributes but with an overall downtown identity.

Strategic improvements include Moore Avenue upgrades, which will improve the appearance and image of downtown making it more attractive for private investment, enhance the local community, and increase the number of visitors to the region. A bypass around downtown will reduce traffic congestion and make it more pedestrian friendly, which is important because walkable downtowns create greater social and economic value.



Establishing a quiet zone for the railroad will contribute to a more accommodating environment for business, entertainment, and especially downtown living. Façade improvements and rehabilitation efforts can potentially attract small businesses to commercial buildings in downtown.

Another strategy is the activation of open spaces to create development opportunities and attract people to downtown at different times and days of the week. This will ensure a larger number of people enjoy downtown, which will create a sense of place and ownership in downtown and the local community.

From a regulatory point of view, it is recommended that the City revise the zoning ordinance in order to take advantage of more flexible code-based zoning in the downtown area. Form-Based Zoning Codes emphasize the quality of the public realm, walkability, the scale of the neighborhood, and transitions into surrounding areas with less emphasis on actual land uses. In short, Form-Based Zoning Codes are best characterized by mixed-use activities that meet all of the basic needs of the community within a walkable distance.

Key to the success of downtown as a vibrant destination for local people as well as visitors, requires thoughtful and strategic marketing and programming. When people know about downtown, have heard about exciting events being staged, they will come to share and enjoy the special place that is Downtown Terrell.





1. Introduction



The role of a downtown in cities continues to evolve from historically being a community's retail shopping hub, to a cultural and entertainment destination with boutique retail, restaurants, and cultural events within a walkable context. Creating and enhancing a walkable urban environment within Downtown Terrell will determine its long-term well-being.

The underlying philosophy is the desire for what has been termed Walkable Urbanism. According to the Brookings Institution, "Since the rise of cities 8,000 years ago, humans have only wanted to walk about 1,500 feet (approximately a quarter-mile) until they begin looking for an alternate means of transport: a horse, a trolley, a bicycle, a car." What makes walkable urbanism function is not merely distance, but the experience – a pedestrian trip where one encounters a mix of sights and sounds in the context of a range of land uses and a diverse built environment. The translation is that "critical mass" occurs when visitors can find enough to do for an afternoon or an evening, residents' daily needs are largely met within easy access and the underlying economics justify ongoing investment. When this happens, and is sustained, a dynamic system is in place that will create enhanced economic and fiscal value.

Vibrant Downtown for Terrell

One of Terrell's Comprehensive Plan goals reads: ***Downtown is to become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.*** A summary of the projects, policies and programs considered for Downtown includes the following:



Projects

- Prioritize and implement north alley/south alley roadway/ water/ wastewater rehab projects
- Develop and implement a quiet zone in Central Terrell
- Develop the Adelaide Market and Festival Street concept from Nash to Rochester to provide north-south roadway to turn over to occasional pedestrian only events such as street fairs, farmer's markets, arts and crafts fairs, concerts and other events that bring the community together
- Develop new parks/public plazas downtown to create natural gathering places and pedestrian zones
- Make phased improvements to Moore Avenue
- Improve downtown sidewalks

Policies/Programs

- Improve walkability and the contextual pedestrian experience
 - Develop design guidelines to enhance the urban environment.
 - Improve infrastructure to connect people, places and spaces.
- Promote mix of uses in downtown
 - Housing
 - Utilize housing to create urban context for vibrant retail environment.
 - Retail
 - Retain businesses.
 - Attract new business through greater marketing.
 - Focus on family.
 - Strengthen retail attraction downtown.
 - Strengthen downtown as a regional destination.
 - Civic presence
- Update land use policy to encourage responsible development and adjacency predictability.
- Continue and expand the façade improvement grant program.
- Develop a program to train artisans and artists to improve skills.
- Explore public-private partnerships with key spaces downtown to link tourism attraction and downtown revitalization.
- Develop and support downtown events such as farmer's market, street music, craft sales and other gatherings.
- Consider the implementation of official historical designation and/or the implementation of historical overlay zones.



2. Downtown Framework



Table 1: Downtown Framework on the next page is a tool that succinctly defines four key sub goals for downtown, including each goal's analysis, intervention ideas, and tools for implementation. The sub goals are:

Historic Preservation

The allure of Downtown Terrell is found in its history with buildings that date back to the middle of the 1800's. Preservation of our history connects us to our past and is an important ingredient of a grounded community.

Context and Character

Both the immediate context and character of downtown are defined with a street grid pattern with walkable blocks. This supports walkability which is a key ingredient of a successful downtown development.

Livability

The factors that make a downtown area livable are access to open space, walkability to every day destinations, connectivity for pedestrian, cyclists and vehicles, the curbing of excessive noise, and choices to live downtown.

Economic Development

In terms of economic development, downtown offers one of the greatest opportunities in Terrell, Texas. Downtown creates much greater operational efficiencies than traditional suburban development and can leverage existing infrastructure in place to create a vibrant, mixed-use center for Kaufman County and serve as the city center for Terrell, Texas.

Table 1: Terrell Downtown Framework

Goals	Analysis/Issues		Intervention Ideas	Tools for Implementation		
	Positive					
	Negative					
1 Historic Preservation	<ul style="list-style-type: none"> DT Terrell has a historic context that is significant and easily recognized 	<ul style="list-style-type: none"> Some historic structures are in disrepair Beyond HWY 80, the historic structures lack a sense of unity between them 	<ul style="list-style-type: none"> Embrace history as an important part of Terrell's character Create a civic plaza that celebrates the historic character of downtown 	<ul style="list-style-type: none"> Regulatory (apply historic designation and create historic districts) Consider applicable / existing building codes Introduce or strengthen incentives for the protection of historic structures Create partnerships to educate Develop and organize walking tours 		
2 Context and Character	<ul style="list-style-type: none"> The street grid pattern is important 	<ul style="list-style-type: none"> Much of the historic context has been replaced with architecturally out of context structures 	<ul style="list-style-type: none"> Maintain the street grid pattern Use urban design (building mass and open space) to create a sense of continuity throughout DT Place buildings close to the road to create a pedestrian focused street environment 	<ul style="list-style-type: none"> Develop a form base code type zoning regulation for downtown 		
3 Livability						
- Open Space	<ul style="list-style-type: none"> Many vacant lots provide the opportunity for infill with both buildings and parks/plazas 	<ul style="list-style-type: none"> Lack of parks and open space Lack of small plazas and seating areas 	<ul style="list-style-type: none"> Add small plazas and parks; a bench alone can make a huge difference 	<ul style="list-style-type: none"> Implement open space requirements for new and infill development based on an overall open space plan for DT 		
- Walkability	<ul style="list-style-type: none"> Within the ¼ mile radius and beyond, the grid pattern makes for good walkability 	<ul style="list-style-type: none"> Lack of sidewalks throughout the study area, but especially south of the tracks Crossing the track is inconvenient and dangerous 	<ul style="list-style-type: none"> Provide ample and wide sidewalks Provide shade by means of trees and canopies 	<ul style="list-style-type: none"> Require new buildings to construct sidewalks Pursue grants for sidewalks Consider a sidewalk fee 		

Table 1: Terrell Downtown Framework

Goals		Analysis/Issues		Intervention Ideas	Tools for Implementation
		Positive	Negative		
	- Connectivity	<ul style="list-style-type: none"> The grid pattern is very conducive to good connectivity 	<ul style="list-style-type: none"> Good design for pedestrians and bicycles is lacking North-South connectivity is impeded by the railroad tracks Connectivity across HWY 80 and the tracks need improvement 	<ul style="list-style-type: none"> Future sidewalks to connect with neighboring residential areas, schools and Southwestern College Create distance-wise short cross walks across HWY 80 by means of bull noses Apply Quiet Zone which will require improvement of pedestrian crossings 	<ul style="list-style-type: none"> Implement the Quiet Zone
	- Noise	<ul style="list-style-type: none"> Noise is not a major factor other than the railroad 	<ul style="list-style-type: none"> Rail noise may be intermittent, but it is especially a limiting factor for residential 	<ul style="list-style-type: none"> Implementation of a Quiet Zone does not only address noise, but by implication will lead to better quality railroad crossings for vehicles, bikes and pedestrians 	<ul style="list-style-type: none"> Implement the Quiet Zone
	- Downtown Residential	<ul style="list-style-type: none"> Downtown offers a tremendous ambiance that is conducive to downtown living 	<ul style="list-style-type: none"> The railroad associated noise is a limiting factor for residential development in close proximity to the tracks 	<ul style="list-style-type: none"> Double or triple glazed windows may be considered for downtown residential units 	<ul style="list-style-type: none"> Zoning including Form Based Code Implement the Quiet Zone
4	Economic Development				
		<ul style="list-style-type: none"> Existing mix of eclectic and niche operators to build from 	<ul style="list-style-type: none"> There is not enough gravity of uses to create a “there there” 	<ul style="list-style-type: none"> Strategic destination and infill strategy to target downtown tenants using a vision of values framework 	<ul style="list-style-type: none"> Merchandising plan Improve downtown organization Regional marketing efforts
	- Infill	<ul style="list-style-type: none"> Abundance of under-utilized parcels and properties to help activate the area 	<ul style="list-style-type: none"> Existing land use patterns create a disconnected downtown Lack of concentrated uses (identity) 	<ul style="list-style-type: none"> Create an inventory of available properties for development/redevelopment with potential implementation options 	<ul style="list-style-type: none"> Incentive policy Streamline permit process



3. Downtown Plan



The Downtown Plan recommends six zones and two types of gateways.

Zone 1: Downtown Core

Regarded as the heart of downtown, it contains the majority of the historic structures. The target use is commercial with limited residential in the form of upper story loft apartments. Infill of key vacant lots along Moore Avenue will be critical to create a more walkable core.

Zone 2: Downtown Transition

This provides a transition between a downtown and the surrounding residential neighborhoods. The target use is a mixture of low intensity and neighborhood scaled local retail, craft industrial, office, and urban residential (live-work, townhomes, and small apartments) uses. Walkability and linkages to the downtown core are key to the success of this zone.

Zone 3: Approach Corridor

(along Moore from east and west and along south Virginia)

The intent is to improve the aesthetics of the approach into Downtown, especially along Moore. These corridors provide a setting that introduces downtown to visitors; frontage along these blocks should be improved through more landscaping and streetscaping in the short term with a long-term plan for buildings to be constructed close to the road and parking in the rear.



Zone 4: Live-Work Corridor

(along south and north Rockwall)

This zone along Rockwall focuses on live-work as the main use with residential mixed with commercial; horizontally with townhomes and vertically with upper floors and loft apartments.

Zone 5: Residential Boulevard

(along north Virginia)

This stretch of Virginia St is lined with homes as was originally intended. The goal is to recreate a boulevard-type streetscape with a landscaped median, shade trees, wide sidewalks and seating areas that will celebrate these blocks as Terrell's "Mansion Row." Uses are encouraged to stay residential while office use of homes are allowed.

Zone 6: Cottage Industrial

This area serves as a transition between Stallings Neighborhood and Downtown. This area could accommodate large-scale redevelopment that could include a range of cottage manufacturing, assembly, flex/office, and similar uses in a more "campus" like environment.

Approach Gateways

Six approach gateways (2 on each street) are proposed within the approach zones along Moore, Rockwall, and Virginia. The idea is to use monumentation and landscaping to emphasize each of these locations as the threshold when entering the downtown area.

Downtown Monuments / Gateways

Two downtown gateways are proposed where Moore intersects with Rockwall and Virginia. The idea is to develop the 4 corners of each of these intersections with signature architecture that sets the tone for a vibrant downtown experience.

Downtown Plan

The proposed Downtown Plan is described in ***Exhibit 1: Downtown Plan.***



4. Downtown Projects



4.1 Land Use

Downtown Residential

It is extremely important that a residential housing strategy include a variety of sizes, styles, locations, and price points so that there is a market option for most if not all of those interested in downtown living. A number of communities have seen their downtown housing markets stall as a result of early success of one or two projects followed by a number of subsequent projects that are based on exactly the same characteristics. In these instances, the depth of that particular market often is quickly drained, while other market segments with excess demand are underserved. Fortunately, there are a number of distinct sub-markets in downtown Terrell that can, and should, be prioritized and will likely reduce this from occurring.

While the opportunities for modest residential growth (and perhaps a somewhat accelerated growth) do exist, the economics of the development of adequate supply to serve this market are challenging. Overall housing values in Terrell are relatively low, and while this is certainly an advantage in terms of local residents' ability to enter and move up in the housing market, it is indeed an obstacle to the development of downtown housing. The costs of downtown residential development are typically significantly higher than suburban housing. This is due primarily to the difficulty of assembly and the high square foot costs of land, higher costs of rehabilitation and reconstruction (if a rehab project), smaller footprints, cost of parking, higher costs of vertical versus horizontal development, and cost of extended development time frames. Clearly, in a market such as Terrell, these additional costs are not able to be fully



amortized over the sales price; and in many instances, none of these costs can be included. Therefore, it is imperative, if downtown housing is desired as a policy of the community, that significant public/private partnerships be established to provide effective mechanisms to reduce these cost obstacles, and that these mechanisms be proactively marketed to appropriate development entities.

It is important that any comprehensive downtown housing strategy developed for Terrell address the following:

- Encourage a mix of projects and products; avoid multiple projects that compete with each other for the same market at the same time.
- Seek out a relatively short term project in each of the distinct sub-districts in Downtown that can seed that area and serve as a model for the type of residential neighborhood that is envisioned. Develop incentives and public/private partnerships that can best serve these initial projects to be successful. Recommend providing public investment (especially for initial downtown residential projects) with a broader goal of seeding market interest and motivating slow sellers; in other words, not necessarily through a rigid return on investment metric.
- Make sure that public improvements, particularly infrastructure, are designed with a residential population in mind. Time such improvements in conjunction with potential residential projects. The disturbance of reconstructing a street in front of a building just as it comes on line will have more to do with the success of that project than the size of its marketing budget.
- Seek out ways that the public sector can help establish a residential base; this is especially critical in terms of property that is publicly owned, controlled, or assembled.
- Given changing market conditions, seek out projects that have some flexibility in their development, so that the project can adapt to both the financial conditions and market considerations at various points in the development process. Mixed-use projects are excellent in this regard since uses within a project can be shifted as necessary. Projects that start out as rental units (even if they are designed to eventually convert to ownership) should be encouraged.
- Seek out market opportunities that help seed a project that fits the district's identity and character. As an example, upper floor lofts could better fit in the core of downtown, while live-work and townhomes could be developed in the Downtown Transition area to the south, whereas, the Downtown Transition to the north of downtown may include single-family detached patio homes or zero lot line homes to better fit the neighborhood context.



City of Terrell Downtown Plan



Images of compatible residential building types in Downtown Terrell and transition zones include the following:



Single-family residential (north of Downtown Transition Area)



Townhomes (south of Downtown Transition Area)



Live-Work (south of Downtown Transition Area)

Mixed Use

At key intersections in Downtown Terrell, new mixed-use building should be built to the street intersections with parking located in the back of the lot. In addition, ground floors, especially along Moore Ave should be built to commercial store front standards with respect to doors, windows, and floor to floor height. Tower elements should be used on the corners of buildings to create an iconic feature at these key locations.



These images are examples of tower elements at the corner of buildings

Infill

Downtown infill should be prioritized along Moore. Buildings should be built to the sidewalk/street and close the gaps in the street wall. Ground floors should be designed for commercial storefronts with doors and windows. Off-street parking, if located, should be to the rear of the lot.



This image shows a gap in the street wall





Restaurant/Food Court Plaza

This concept includes the creation of a pop-up plaza with possible food trucks that can be brought in during special events to create a center of activity. Once it succeeds as a pop-up event location, the city can phase in more permanent improvements to create a food themed multi-use public space.





4.2 Transportation

Phase I Infrastructure Improvement Projects

Refer to ***Exhibit 2: Downtown Phase I Infrastructure Improvement*** that summarizes projects that have been identified as a first phase of downtown improvements. The primary focus of these improvements is the establishment of a quiet zone through downtown Terrell. The estimate of cost comes to about \$15M as defined in ***Table 2: Cost of Downtown Phase I Infrastructure***.

Terrell Downtown Phase I Infrastructure Improvements	
1	RR crossing and signal equipment upgrades at 12 at \$700k
2	Sidewalk between Moore and Broad along 5 roadways @ \$50k
3	Sidewalk between Breezy Hill Park and US 80
4	Pedestrian ramps along Moore Ave (48 @ \$1,800)
5	Signal upgrades 5 @ 50k
6	Traffic Control @ \$100k
7	Restripe Moore Ave
8	Street Scape enhancements on Moore Ave
9	Entryway feature (on Moore Ave median)
Subtotal	\$ 10,340,000
Contingency @ 20%	\$ 2,068,000
Design @ 20%	\$ 2,068,000
\$ 14,476,000	

Table 2: Cost of Downtown Phase I Infrastructure

Summary of the Downtown Phase I Infrastructure Improvements

The establishment of a quiet zone will allow trains passing through Terrell on the existing rail line to do so without sounding their horn at each at grade crossing. To make this possible, improvements will have to be made at each crossing that will make the crossing safer for pedestrians and vehicles crossing the tracks. These improvements can include four-quadrant gates, medians, and sidewalks that are controlled by the railroad crossing arms (See ***Figure 1: Typical 4-Quadrant Gates with Sidewalks***).

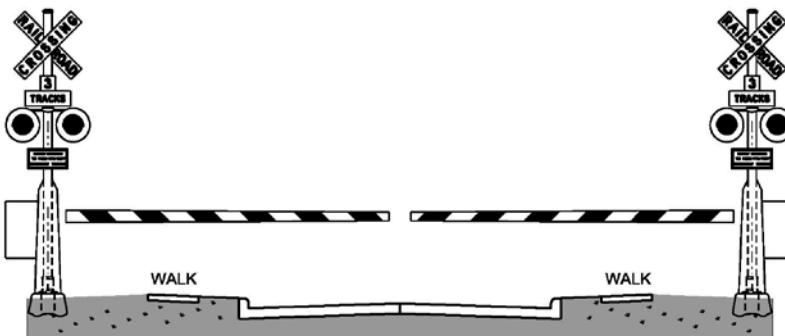


Figure 1: Typical 4-Quadrant Gates with Sidewalks

Also included in Phase I of the downtown infrastructure improvements are sidewalk construction between Moore Avenue and Broad Street. This will not only provide accessible paths for pedestrians, but will make the pedestrian environment more comfortable and inviting for pedestrians by utilizing wide sidewalks with buffers between traffic where possible. Sidewalk improvements are also proposed between Moore Avenue and Breezy Hill Park to connect the existing neighborhoods to the public amenities at the park.

Establishment of Downtown Quiet Zone

Reactivation of downtown Terrell will be facilitated in large part by the elimination of noise from train horns in addition to the removal of truck traffic.

Federal Railroad Administration (FRA) regulations allow for local jurisdictions to establish "quiet zones" wherein locomotive engineers are exempt from the normal requirement to routinely sound horns in advance of public street crossings. Horns may still be used in emergency situations. FRA requires analysis demonstrate sufficient countermeasures are already in place *prior* to establishing a quiet zone. These countermeasures may include "supplemental safety measures" (SSM's) such as medians, channelization devices or four-quadrant gate systems to restrict or seriously discourage motorist attempts to bypass the railroad crossing gates. Examples of SSM's are shown in **Figure 2**.

The quiet zone analysis must be conducted using FRA methods to demonstrate that the improvements will successfully offset the increased risk of not sounding the train horns at the crossings. The resulting risk of crashes must be at a level at or below national averages for all crossings. If the analysis shows that new measures need to be constructed, they must be constructed *prior* to applying to FRA for the quiet zone.



Figure 2: Examples of Supplemental Safety Measures for Quiet Zones

Source: Federal Railroad Administration

In some circumstances, if supplemental safety measures are not possible, “alternative safety measures” (ASM’s) such as wayside horns may be used to reduce safety risks at highway railroad crossings. These horns are audibly focused on the roadway approaches to the individual crossings, thus reducing the overall noise impacts to the general surrounding area. While not recommended for the core downtown area, these may be studied for industrial areas at the far west and far east sides of the entry.

While a separate quiet zone study must be conducted including traffic counts for each of the north-south crossings of the Union Pacific tracks for the desired quiet zone area, a preliminary review can give some indication as to the scope of the study and some likely findings. The FRA indicates that train horns sounded at a 1,000-foot distance from the observer result in noise levels similar to a typical urban environment. This establishes the minimum size of the study area for the quiet zone as 1,000 feet in each direction beyond the limits of downtown where the noise reduction is desired. Longer distances may be appropriate to achieve noise levels less than that of a typical urban environment.

For the downtown core between Rockwall Avenue on the west and Blanche Street on the east, a quiet zone 1,000 feet beyond in each direction would result in the need to analyze and likely improve seven of the eight crossings between Ann Street on the west and Gardner Street on the east. All of these crossings currently have standard railroad crossing gates. The Virginia Street crossing already has a four-quadrant gate system that has been recently installed, so it



may not require further improvements. A more conservative approach to noise reduction could result in improvements from Bradshaw Street to Burch Street, a total of 11 crossings.

After establishment of a quiet zone, the City must re-apply for quiet zone status at routine intervals to document that amount of traffic, trains, etc. have not changed significantly enough to alter the safety situation and require additional improvements.

Moore Avenue Improvements

Refer to ***Exhibit 2: Downtown Phase 1 Infrastructure Improvement*** and ***Figure 3: Moore Avenue Restriping.***

Improvements along Moore Avenue include restriping the roadway, landscaping, entryway features, and enhancing pedestrian crossings. The restriping will provide an edge line that will establish a buffer for parked vehicles along Moore Avenue. The remaining through lanes will be approximately 11 feet wide and will help convey the message to through traffic that this is a low speed roadway within a downtown environment.

Moore Avenue landscaping improvements will improve aesthetics of the area while clearing lines of sight to the pedestrians and business fronts along Moore Avenue. Along with the enhanced landscaping, entryway features will be added to Moore Avenue that will define the core area of downtown.

Finally, the pedestrian crossing enhancements will provide directional ramps at each crossing that guide pedestrians to crosswalks along with updated pedestrian push buttons located in easy to reach places and count down signal heads that provide more information to pedestrians crossing the street.

Moore Avenue Short Term Improvements

- Dress-up road pavement with striping for door opening lane, including lane width revisions within existing road pavement (See ***Figure 3. Moore Avenue Restriping.***).
- Apply streetscape improvements by replacing ground covers and shrubs with ornamental grasses and by pruning the lower branches of the trees.
- Remove the planter boxes in the median and replace with large shade trees; the goal is to keep the visual connection clear across Moore Avenue.

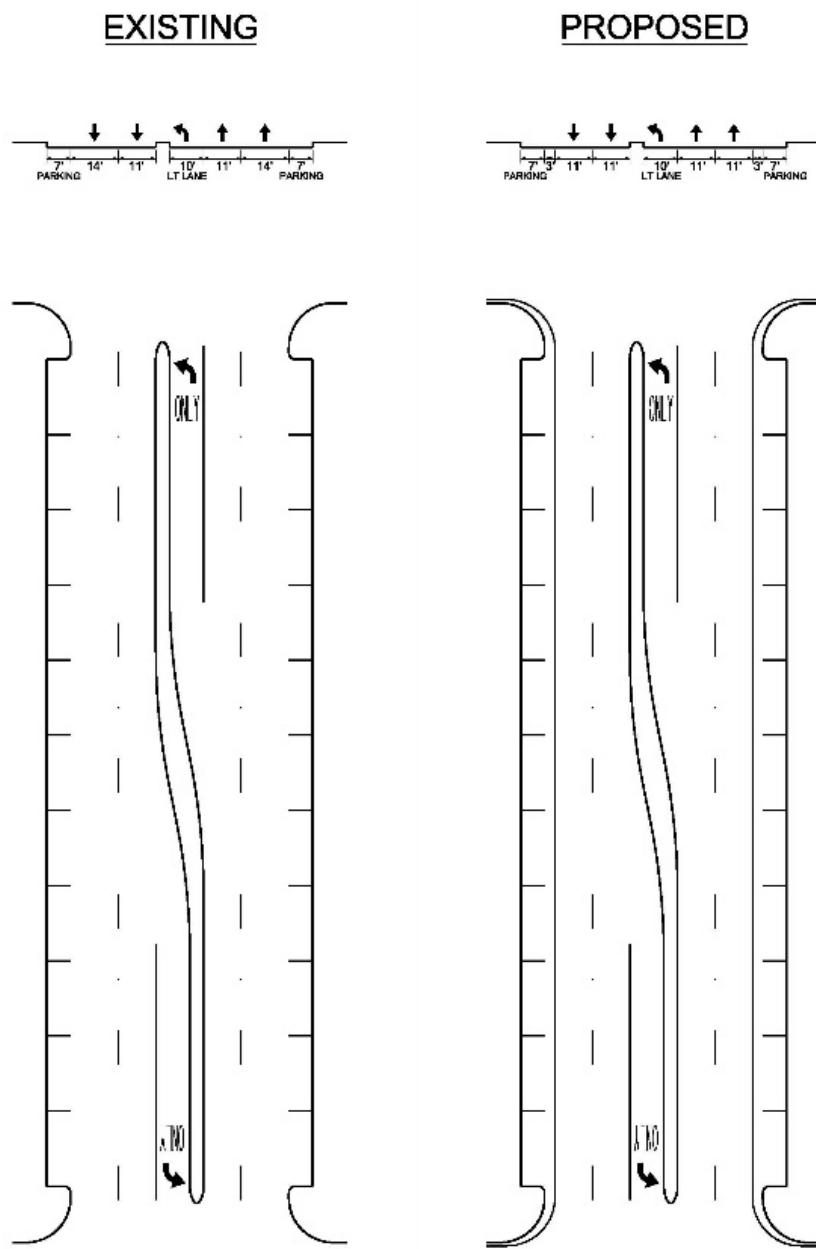


Figure 3: Moore Avenue Restriping



Moore Avenue Long Term Improvements

(beyond 10 years):

- Initiate a detailed traffic study that will take into account proposed short term projects already implemented, e.g. Rochester as a southern "bypass", the downtown bypass to the east, hospital entrance improvements, etc.
- Consider the appropriate reconfiguration of Moore Avenue to accommodate both vehicles and pedestrians. Various cross section scenarios are presented in ***Exhibit 3: Moore Avenue Cross Section Options.***

Sidewalk Improvement

The attached ***Exhibit 4: Inventory of Existing Sidewalks*** summarizes an inventory of existing sidewalks in the downtown area. Existing sidewalks in need of repair are identified along with roadway segments that have no existing sidewalks. As sidewalks are improved, the goal should be to provide accessible paths that meet ADA guidelines and to make the area more pedestrian friendly. Sidewalks should provide a path that is at least 5 feet wide. A buffer area between the street and the walking path that can be paved or include landscaping and street furniture is preferred. Additional space along segments with store fronts should be provided. This area is sometimes referred to as frontage zone and provides space for shops to display merchandise outside or restaurants to provide outdoor seating.

Within downtown, 19,265 linear feet of existing sidewalk was identified and can remain in place. The inventory identified 1,555 linear feet of existing sidewalk that is in need of repair, and 28,575 linear feet of sidewalk is needed along roadways that have no existing sidewalk. An annual budget for downtown sidewalks should be established. By establishing an annual budget, the existing network can be expanded and existing segments in need of repair can be upgraded. Priority should be placed on missing links first and then on expanding from the core area to the edges of downtown.

Downtown Parking

An inventory of downtown parking within 0.5 mile of the downtown center indicated that 743 public on-street parking spaces are available, including head-in and parallel parking spaces. Off-street parking spaces on private property number 1,027 for a total of 1,770 public and private parking spaces. Larger lots, 10 spaces or greater, were also inventoried for the area adjacent to downtown (between 1/2 mile and 1 mile from the downtown center) and found to number 456 spaces.

A sketch analysis of downtown parking using shared parking principles for the existing land use indicated that between about 400 and 450 spaces (or roughly 25%) are likely to be



utilized in the overall downtown core during periods of peak demand. Therefore, ample parking should be available for the near term. Short term strategies should focus on upgrading pedestrian connections to make it more convenient and attractive for downtown visitors to park a short walking distance away from their destination since localized parking availability may at times be limited adjacent to specific destinations.

While much depends on the specific mix of land uses that will develop downtown, a sketch analysis of the long-term land use program envisioned in the downtown plan indicates it could result in peak parking demand of 2,000 to 2,500 spaces. Since 10 to 15% peak parking vacancy is optimal for smooth circulation during the search for parking spaces, over 1,000 additional spaces could be needed in the long-term. Additional parking demand may be partially met by adjacent parking in the downtown outer core, perhaps by exploring shared parking agreements with churches and large employers north of Moore Avenue. However, parking demand may grow for this area as well.

For reference, the two blocks between Frances Street and Adelaide Street south of the railroad and north of Broad Street are estimated to accommodate about 200 new spaces as surface parking lots. Each would need to be constructed as 5-story parking garages to accommodate 1,000 new spaces. New infill, mixed use or live-work development may include its own structured parking to meet some of this demand, resulting in the need for smaller garages. However, it should be noted, that infill development would usually increase density by building in areas currently used for off-street surface parking.

A more detailed downtown parking study should be conducted in the medium term to explore the sensitivity of parking demand to land use mix, degree of shared parking and other variables.





Short Term Parking Recommendations

Agreements should be pursued with Union Pacific Railroad (UPPR) for vacant land adjacent to their line. Shared parking agreements should be pursued with American National Bank, churches and other property owners with sizable parking lots in and adjacent to downtown for weekend and evening events. Gaps in the downtown sidewalk network should be filled to ensure good connectivity between parking and isolated destinations that may experience intermittent parking shortages during special events. Surface parking lots, such as those shown on the Downtown Plan for the blocks south of the UPRR and west of Adelaide Street, should be constructed for accommodating special events.

Long Term Parking Recommendations

As downtown redevelopment occurs, on-site structured parking should be encouraged where possible. The surface lots south of the railroad and west of Adelaide Street may need to be converted to public parking structures (up to 5 levels each) to meet peak demands if insufficient parking supply is provided by new development.



4.3 Urban Design

Approach Gateways (six)

A total of six approach gateways are proposed at the following locations:

- Along US 80 at Pacific Avenue and Gardner Street
- Along Rockwall Street at Rochester and Griffith Streets
- Along Virginia Street at Rochester and Brin Streets

The following images are examples of what such approach gateways may look like.



Downtown Monuments / Gateways

Monuments that served as gateways to the core of Downtown, are recommended along Moore Avenue at Virginia and Rockwall. Such monuments can be applied either within the road median or on the corners itself where they may span across Moore Avenue (see images below).





Implementation of these monuments are recommended as follows:

- For the two gas stations Exxon at the southwest corner at Rockwall and Shell at the southeast corner at Virginia, it is suggested that these properties are rezoned for mixed use so that gas stations are non-conforming.
- For the two gas stations Cowboys at the southwest corner at Virginia and Texaco at the northeast corner at Rockwall outright purchase by the City is suggested.

Common Design Themes for North South Streets

During the planning effort, the need was identified to develop strategies to overcome the railroad as a north-south barrier. Tools to reinforce the north-south connections through Downtown Terrell include a common design theme by means of trees and pavement, seamless pedestrian connections along north- south streets with wide sidewalks and “bull-nose” pavement at intersections.

However, such streetscape improvements should be done with careful consideration of the street context. The streetscape should be prioritized based on existing/available right-of-way, any proposed reconstruction due to development of adjoining blocks or if it is a corridor linking two or more destinations in and around downtown. The goal is to not only create more comfortable, safe and pleasant connections across the railroad line but to create a better redevelopment catalyst, especially for the blocks south of the rail corridor.

The ***Exhibit 5: Downtown North-South Streetscape Improvements*** defines 10 different road corridors for which streetscape improvements are recommended. The existing conditions and proposed improvements for these road corridors are described in ***Table 3: Common Design Themes for North-South Streets***.

Downtown Adelaide Street Festival

This project entails the temporary closure a section of Adelaide Street during festivals and special community events. For large events, Adelaide Street would be closed to vehicular traffic for five blocks between Nash Street (north) and Cottage Street (south) and converted to temporary pedestrian space for street festivals, farmer's markets and other such events. For smaller events, subsection could be used. Festivals like Fort Worth's Main Street Arts Festival (see photos below), are anticipated along this stretch of Adelaide Street. Recommended streetscape improvements include rolled curbs with benches, street trees, pedestrian lighting and wide sidewalks.

Table 3: Common Design Themes for North - South Streets

Bowser/Ann/Hattie		Rockwall		Frances	
<p>Now:</p> <p>Bowser</p> <ul style="list-style-type: none"> • Bowser runs from Moore Avenue south into the Southwestern Christian College (SWCC). • Crosses the railroad just north of SWCC. • Extends as the main entrance into SWCC. • Uses along the Bowser include one story office, storage and limited retail at the intersection with Moore Avenue. <p>Ann</p> <ul style="list-style-type: none"> • Ann runs from Pacific (north) to West End Street (south). • Important secondary north-south neighborhood connector. • Turns residential within one block north and south of Moore. • Curb and gutter north of Moore and bar ditch south of Moore with an at grade railroad crossing just south of Moore Avenue. <p>Hattie</p> <ul style="list-style-type: none"> • Hattie crosses Moore but does not cross the railroad to the south; to the north Hattie dead-ends in the new park space on College Street. • Mostly auto-related uses at Moore and Hattie • Turns residential one block north and south of Moore Avenue. <p>Future:</p> <p>Bowser</p> <ul style="list-style-type: none"> • Coordinate a theme with SWCC to highlight this entry (especially at Moore with wayfinding and signage) • Focus on improving pedestrian access from Moore into the SWCC campus. • Improve the pedestrian crossing of the railroad. <p>Ann</p> <ul style="list-style-type: none"> • Focus the streetscape on improving pedestrian access (sidewalks, lighting, street trees, etc.) along Ann to connect the recommended park at the corner of Ann and College (four blocks to the north of Moore) to Moore and the neighborhood south of Moore. • Improve the pedestrian crossing of the railroad. <p>Hattie</p> <ul style="list-style-type: none"> • Focus the streetscape on improving pedestrian access (sidewalks, lighting, street trees, etc.) to connect Moore with the park at the corner of Ann and College. • Match streetscape with Ann and Bowser to achieve a common theme between these three street sections. 	<p>Now:</p> <ul style="list-style-type: none"> • Rockwall is a minor north -south arterial and an important neighborhood connector in the city. • It is a major access/entry corridor into downtown. • No consistent sidewalks along this corridor. • Commercial land uses are concentrated along the blocks closest to Moore (2 blocks south and 4 blocks north of Moore). • Several large oak trees exist on properties that front the southern portion of this road. • The city owns properties on the northern portion; these are the vacant lot at Nash, the library and the "triangle" at Griffith.  <p>Future:</p> <ul style="list-style-type: none"> • As this corridor transitions to a live-work corridor with a mix of urban residential, small, neighborhood scale retail and office, it will be important to focus on creating a better pedestrian realm/streetscape. • Fill in the gaps in the sidewalk along this roadway • Focus on improving the pedestrian crossing at the railroad and Moore. • Preserve existing trees to the extent feasible. • Focus on a downtown gateway opportunity at Rockwall and Moore and an approach gateway at Griffith and Rochester Street. • The three city owned properties on Rockwall offer ample land for matching the oaks found along the southern portion of Rockwall. 	<p>Now:</p> <ul style="list-style-type: none"> • Several blocks of Frances, both north and south of Moore are devoid of the kind of quality street trees that Frances deserves. • Magnolias are present north of Brin and at the Carnegie Library. • Sidewalks are consistent through the core of downtown and north of downtown but are lacking south of the railroad.  <p>Future:</p> <ul style="list-style-type: none"> • A common theme for Frances should incorporate the Carnegie Library as a highlight to celebrate. • Focus on sidewalk improvements south of the railroad. • Apply magnolias as the signature tree for this street. 			

Table 3: Common Design Themes for North - South Streets

Catherine		Adelaide		Virginia/Delphine/SH 34	
<p>Now:</p> <ul style="list-style-type: none"> There are several large vacant lots (south of the railroad) and several large parking areas (north of the downtown core) along Catherine. No sidewalks or curb and gutter south of the railroad. <p>Future:</p> <ul style="list-style-type: none"> Any streetscape and tree program along Catherine should be selected with a goal to maximize canopy cover in hot Texas summers and minimize maintenance needs. Focus on sidewalk/streetscape improvements south of the railroad; especially if they can be coordinated with redevelopment or new development. 	<p>Now:</p> <ul style="list-style-type: none"> There are several underutilized industrial warehouse uses (south of the railroad) and city hall and other major downtown employment uses north of Moore. Important downtown corridor connecting city facilities, major employers and the historic rail depot. No sidewalks or curb and gutter south of the railroad. 	<p>Future:</p> <ul style="list-style-type: none"> As the recommended "Market Street", pending investments in Adelaide demand a unified design study to recommend consistent features north to south over a series of grants and improvements. While build out will be in phases, adhering to an upfront design study will provide a more welcoming, logical and aesthetically pleasing end product. 	<p>Now:</p> <ul style="list-style-type: none"> These streets are dominated by the traffic movements related to both old and new SH 34. North Virginia Street was recently improved by eliminating the central median. 	<p>Future:</p> <ul style="list-style-type: none"> The existing ROW of SH 34 has an excellent theme of crepe myrtles. This theme can be extended along these streets and complemented with occasional, large canopy trees as conditions are available. North Virginia Street should be reinvented as a true residential boulevard with a landscaped median Focus on a downtown gateway opportunity at Virginia and Moore and an approach gateway at College and Rochester Street. 	



Flexible Parking for Adelaide Street

The City should develop a plan for parking during festivals along Adelaide Street. In order to offset the loss of on-street parking along Adelaide Street, off-street surface parking associated and controlled by the American National Bank a block to the west along Moore Avenue might be made available to the public during non-business hours through negotiation with the bank. Additional parking is proposed in the land use plan for the currently vacant lots on the northwest corners of Broad Street at Adelaide and Catherine Streets, just a block or two west of the festival space.

The lot immediately adjacent to Adelaide Street might be designed with flexibility to be closed and function as part of the festival space during special events, while reverting to downtown parking at other times. An example of where this technique has been applied is downtown Grapevine. **Figure 4** shows a photograph of the parking lot near the intersection of Main Street and Franklin Street in Grapevine.



Figure 4: – Grapevine Public Parking Lot during Non-Event Times

Figure 5 shows an aerial photo of this lot and the surrounding area, along with a map for the Grapefest event, indicating this space is used as the main stage. Another former local example of a similar treatment is Sundance Square in downtown Fort Worth, though the flexible space has since been replaced with a permanent pedestrian area.



Figure 5: Aerial View of Parking Lot and Grapefest Event Map showing its use as Main Stage
Sources:

<https://res.cloudinary.com/simpleview/image/upload/v1/clients/grapevine/GF 2017 Gate Piece Map FIN AL 17f4a8f6-527d-43e8-af47-b2e17d2a2c13.pdf>, Google Earth



Pedestrian Safety at Rail Crossings

To unite the north and south sides of Terrell that have historically been separated by the Union Pacific tracks, the event space has been consciously planned to span both sides of the railroad crossing. To maintain safety for the anticipated pedestrians, the crossings at Adelaide and Catherine Streets, where festival-goers will be crossing to and from a major parking area, may benefit from additional treatments that are beyond those normally needed to establish a quiet zone, as described elsewhere herein.

For example, a median is often installed on a roadway near a railroad crossing to restrict drivers from weaving around the crossing gates when they are lowered in advance of an oncoming train. However, a median would impede the free flow of pedestrian traffic across Adelaide Street when closed to vehicle traffic for special events. Therefore, “four-quadrant” gates at each of the four corners of the railroad crossing intersection should be provided so that a median need not be built.

Separate railroad crossing gates for Adelaide Street should also be considered to block sidewalk access across the tracks when trains are crossing, either during street festival events or at other times. Techniques may be borrowed from light rail transit practice, where pedestrian crossing of the tracks in urbanized areas are common. **Figures 6 and 7** show examples of automatic and swing gates used either independently or in conjunction with one another for this purpose.

Automatic gates work much like vehicular railroad crossing gates, but with a separate arm crossing the sidewalk. Swing gates are manual, but open away from the tracks, causing pedestrians the need to pause before approaching the tracks, while making movement away from the tracks more quickly. Other safety measures, such as a police officer located at the crossing during special events, may be appropriate as well.



Figure 6: Pedestrian Automatic Gate Examples

Source: Korve, Hans W., Jose I. Farran, Douglas M. Mansel, et al. *Integration of Light Rail Transit into City Streets*. Washington, DC: *Transit Cooperative Research Report 17, Transportation Research Board*, 1996. <https://www.ite.org/marketplace/gradecrossing/sec09.htm>



Figure 7: Pedestrian Swing Gate Examples

Source: Korve, Hans W., Jose I. Farran, Douglas M. Mansel, et al. *Integration of Light Rail Transit into City Streets*. Washington, DC: *Transit Cooperative Research Report 17, Transportation Research Board*, 1996. <https://www.ite.org/marketplace/gradecrossing/sec09.htm>



4.4 Economics and Marketing

Revitalizing Downtown

Revitalization will be challenged with fragmented ownership, heavy traffic on Moore and aging infrastructure. This plan recognizes these challenges and creates an incremental strategy to rejuvenate downtown into a sustainable destination for visitors, young families, businesses, and residents. An active downtown will also help Terrell compete for higher quality workforce by improving the livability and quality of life in the greater downtown. Today, the average property value in Terrell is close to \$19 per square foot. Projected values, with various improvements are estimated to exceed over \$47 per square foot. Therefore, it is critical to balance the appropriate amount of public investment to attract private capital and catalyze downtown.

Merchandising and Marketing

Approach

The Merchandising Strategy was developed using a current market analysis, building condition review and other factors developed as part of this process. In addition, this framework was guided by substantial City and stakeholder input and tailored based upon existing character, environment and physical constraints of buildings and existing parcels. Finally, recommendations were balanced in context of existing businesses and uses that would be synergistic and align with the goals and values established within the comprehensive planning process.

The recommended activation opportunities that follow are illustrative examples and ideas, intended to foster catalytic ideas which emerged during the stakeholder sessions, collective vision and unique character of each “District” described below.

Downtown Core

Refer to *Exhibit 6: Downtown Core*

The downtown core has a substantial amount of historic buildings that create an obvious arrival into a once-vibrant destination downtown. The Rockwall Avenue and Virginia Street intersections create a natural location for gateway “book end” features to create entryways into the core of downtown. These intersections are also shown to house as new “urban infill” locations and to accommodate new first-class destination commercial to catalyze downtown activity. To link to Downtown to the Downtown Transition area, plans show using the proposed Adelaide Promenade as key pedestrian connector that can be activated and improved to encourage walking and biking. The northeast block between Rockwall Avenue



and Frances Street is proposed to accommodate in-fill retail that connects the current vacant blocks into active storefronts and creates a consistent pedestrian experience.

Another infill example is located on the northeast quadrant of Catherine and Moore. This in-fill commercial also completes the block and connects the former drug store to the upgraded American National Bank.

Other downtown improvements include upgrading the Farmer's Market at the northeast corner of Nash and Virginia and infill commercial between Virginia and Callie on the north and south side of Moore Avenue.

Two major projects, which could advance activation of downtown, would be a bypass option for truck traffic coupled with the reconstruction of Moore Avenue and creating a quiet zone downtown.

Moore Avenue (Highway 80) serves as a major transportation connector between east Texas and Dallas traffic. Consequently, truck traffic and congestion is affecting the economic vitality of downtown and safety of pedestrians and downtown visitors. Proposed improvements would include a bypass between Highway 80 and IH 20, east of downtown, to eliminate non-local truck traffic and relieve congestion. This would allow modification of the current profile of Moore Avenue to increase parking and pedestrian movements as well as functional improvements to stimulate private investment and activity downtown.

Quiet zone proposed improvements include at-grade intersection upgrades including enhanced streetscape that will enhance livability, integrate needed safety improvements and improve multi-modal options for area residents.

Absent of a quiet zone, the Federal Railroad Administration requires train engineers to sound a warning a minimum of 15 seconds in advance of each railroad crossing. A quite zone would minimize noise and enhance revitalization efforts downtown.

Additional improvements would include entryway markers at Pacific and Gardner along Moore Avenue.



Approach Corridor (West)

Refer to **Exhibit 7: Approach Corridor**

The approach corridor is predominately auto-oriented, since the majority of parcels front Moore Avenue. Rockwall is the dominant north-south and creates a strong gateway into downtown. This intersection is currently dominated by auto-oriented uses and the corners are occupied by gas stations.

Downtown Transition (North)

The Downtown Transition, is located generally north of High Street (adjacent to the northern edge of the Downtown Core) and contains a number of churches and single-family residences. With the abundance of existing housing, it is important to protect the existing character of the neighborhood. There are many vacant lots which could be used to provide needed low-density residential and townhomes and leverage downtown amenities while increasing the fiscal impact of downtown for reinvestment.

Downtown Transition (South)

Refer to **Exhibit 8: Downtown Transition - South**

The Downtown Transition reflects the greatest amount of redevelopment potential. This is mainly due to downtown adjacency, large number of underutilized parcels and proximity to major planned improvements. The downtown transition currently contains several churches and existing homes. This plan takes into account existing neighborhood fabric and is intended to integrate appropriate housing options and in-fill commercial to service area residents and provide better connections to the rest of the city. This area has several historic structures, such as the Johnson Seed Mill and is also influenced by the historic character of downtown. The Adelaide promenade is shown to connect to a planned park near Grove and this district would also substantially benefit from Moore Avenue upgrades and the quiet zone.

Potential uses within this district include transitional housing such as townhomes and live/work units. Live/work units could also provide incubator spaces and make space to support entrepreneurs and startup businesses and economies of shared space with the convenience of living near work.

Other improvements include various parks which will provide needed open space and potential places to catalyze active spaces and restaurant overflow.



Approach Corridor (South)

The Approach Corridor south is generally located along Virginia Avenue, just south of the Downtown Core. This area acts as southern gateway to Downtown and also serves as the front door for the Downtown Transition (South). This area includes the original historic depot with the remaining uses a mix of residential, low quality commercial and light industrial.

Initial improvements are proposed between the railroad and Grove, near Virginia. These improvements take advantage of the Adelaide promenade improvements and Moore improvements. As a dual serving gateway, this area is key for redevelopment. The area contains a number of vacant and underutilized parcels that could be repositioned to support downtown efforts. It is critical that zoning prevents additional low quality infill and any industrial or heavy intensity uses should be encouraged to locate in existing industrial parks or the Cottage Industrial Area, just east of Downtown (if compatible). This area could accommodate auto-oriented uses, such as neighborhood commercial, grocery, quick serve restaurants, and convenience retail, but should enhance downtown and the Downtown Transition.

Live/Work Corridor

The Live/Work Corridor is generally located along Rockwall Avenue, just west of the Downtown Core. This area acts as southern and northern gateway to Downtown, from Rockwall, and also serves as the front door for the Downtown Transition. On the south-side, a majority of current uses include older residential and religious facilities. Improvements to the quiet zone, Ann Street round-a-bout and in-fill activity in the Downtown Transition will improve property values and encourage additional investment within the southern portion of the district. The north side predominately contains convenience retail and religious institutions, with a few quality residential uses. Infill uses should include quality commercial or medium density residential that can serve as transitional uses to the existing single family, without affecting the integrity of existing residences.

Approach Corridor (East)

The Approach Corridor (East) is located along Moore Avenue, between Blanche and Dellis Street. Proposed improvements include a gateway feature. Other improvements that may impact the Approach Corridor would be a planned east-west bypass or Burch connection into the State Hospital Property. The County also owns property at Nash and Blanche that could be used for a community park, or redevelopment opportunity.



The Residential Boulevard

The Residential Boulevard is located along the northern portion of Virginia Street, just north of the Downtown Core. This area contains a number of single-family residential. The southern end of Virginia contains several commercial buildings that contain light manufacturing, office and retail uses along College Street. Potential improvements could include streetscape upgrades to Virginia and redevelopment of commercial to create stronger residential gateways and softer transitions into the Downtown Core.

Support Downtown Recommendations and Marketability

The costs of reinventing downtown are high. Many initial barriers such as increased traffic, aging infrastructure and public areas cannot be borne by the private sector. In addition, older buildings that have not been redeveloped attract lower quality tenants which do not yield rents to justify needed investment. This “do loop” creates a vicious cycle and continuous economic gap. Small-scale public investment can remove the barriers to private investment by providing critical gap financing and public infrastructure to catalyze further private investment.

Incentives

There is no uniform formula to calculate the ratio of public to private finance. As part of this process, the comprehensive team conducted a detailed analysis to catalogue opportunities to improve public infrastructure which can also catalyze economic development projects and private investment. In terms of prioritization, the city should focus on investments which create the best value. Some improvements, such as the quiet zone and Moore Avenue enhancements offer safety, mobility and enhanced livability improvements as well as economic development tools.

It is critical that the city use limited public resources to maximize private investment and address regional issues. While not all public spending should be evaluated through an economic development lens, prioritization should consider projects that:

- create the greatest return on investment
- have the greatest payback period
- require the least amount of public resources
- align with the established vision for downtown
- catalyze additional investment



Fiscal Summary

A fiscal impact analysis was conducted to examine the impact of downtown scenarios improvements. The existing land value, improvement value, lot size, ownership, and other variables were identified using the Kaufman County Appraisal District (KCAP) parcel data. A baseline assessment was conducted to examine the existing land value by land use type. The existing square feet, land use, land value, and improvement value were analyzed for the catalyst areas identified in **Exhibit 1**. The ad valorem tax rate was applied to parcel values to identify the existing ad valorem revenue per parcel. **Figure 8** describes the downtown area for which parcel values were identified.

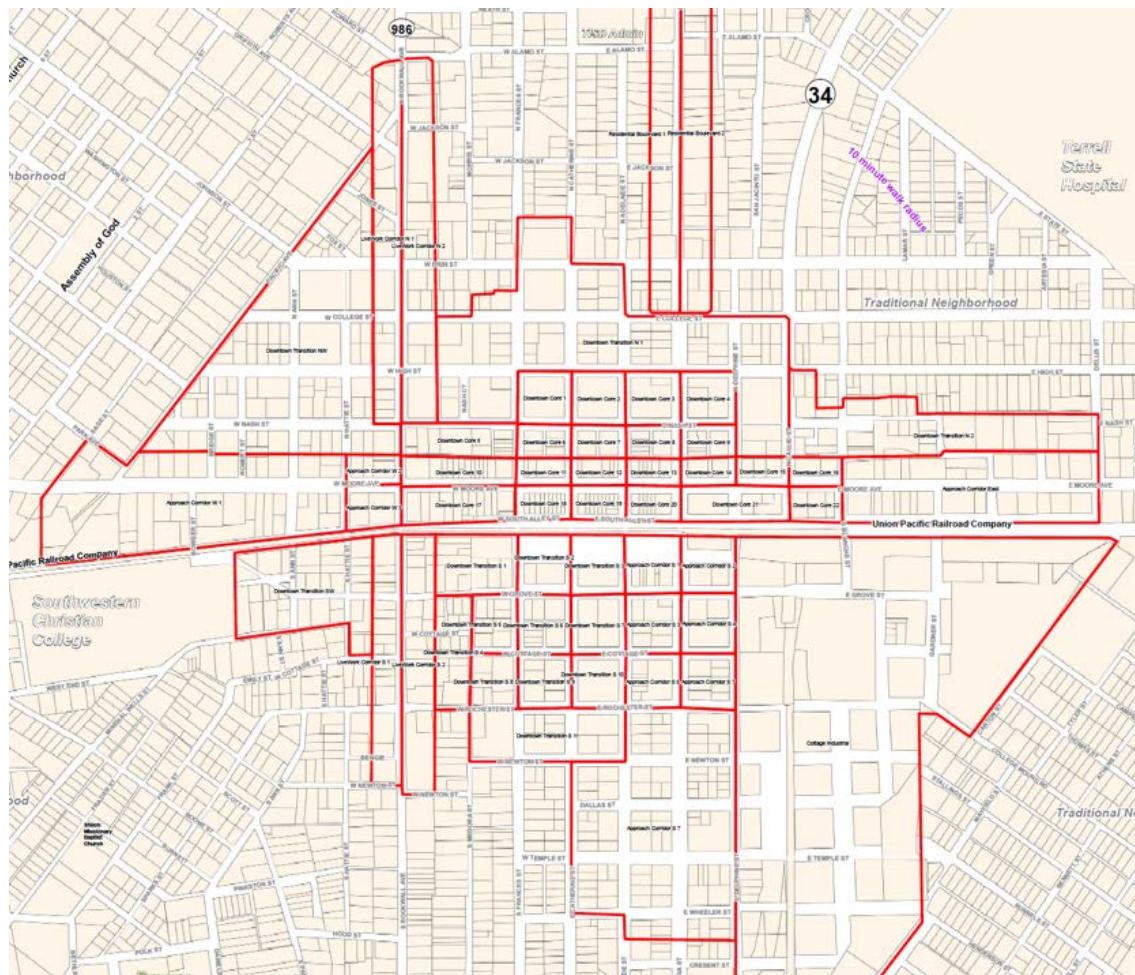


Figure 8: Downtown Parcel Study Area

Scenario areas to calculate changes in improvement square footage on commercial areas were used to estimate the potential sales tax revenue increase. The KCAD does not delineate between commercial and retail, but based upon local characteristics, the analysis used a 15%



factor to estimate the percentage of the existing commercial properties to retail in the baseline scenario. A factor of 19% was used to calculate commercial to retail under the improved scenario, and 20% of the commercial was assumed to be retail in the improved plus Moore scenario.

Based on current sales per square foot estimates a \$50 sales per square foot of retail was applied to identify the existing total retail sales in the area for the baseline scenario. The improved scenario assumes an increase in sales per square foot to \$150 sales per square foot for retail, and the improved plus Moore scenario assumes \$165 sales per square foot of retail, since the additional improvements are likely to increase retail performance the most. In order to calculate sales tax, a sales tax of 2% was then applied to determine the sales tax revenue generated in the market.

In order to calculate property values, the no build scenario applies a 2% projected growth rate to the existing ad valorem value. A 2% growth factor was also applied to sales revenue to estimate the future tax revenue generated based on the baseline scenario. Both the improved and improved plus Moore scenarios utilize a 3% projected growth rate to the existing ad valorem and sales revenue, which reflect the anticipated increase in commercial activity and retail sales from the additional improvements.

The improved scenario is based on improved modifications within the catalyst areas identified in **Exhibit 1** (with no Moore reconstruction) over a 20-year time frame. The public improvements, ownership goals, and market factors and trends are used to identify potential new land uses. The future land use along with the project timeline are used to identify the impact on property values and retail sales by year. The change in property values and retail sales are then used to measure the impact on sales and ad valorem tax revenue. A similar approach was used to identify the fiscal impact of the improved scenarios with Moore reconstruction, but applied a 3% growth rate in sales revenue and property value.

While the absorption was based upon current market conditions, it should be noted that these are merely assumptions and could be affected by the level of ultimate public improvements, ownership goals, and market factors and trends that may change from time to time. The future land use along with the project timeline are used to identify the impact on property values and retail sales.



A fiscal summary is provided in **Table 4** and assumes the following:

- The **no-build scenario** assumes that the upkeep associated infrastructure reconstruction necessary to hold the status quo in public water, sewer, road and drainage projects as identified in the CIP are completed to prevent deterioration of the CBD.
- The **improved scenario** assumes all the CIP infrastructure reconstruction plus full implementation of Phase 1 of the recommendations, i.e. \$12,095,500 in City Funds leveraging \$6,655,000 in grant/partnership funds, to make the downtown improvements.
- The **improved plus Moore scenario** assumes the same as the improved scenario plus the Downtown Bypass, Rochester Extension and Moore Avenue Reconstruction are completed at a total cost of \$31 million. Any existing land with the AG designation is assumed to be converted at a 15% coverage rate to commercial by year 9 with a \$50 value per square foot of improvement.

The baseline scenario has potential to create \$21.7M in new economic development potential by 2036. The improved scenario has potential to create over \$54.9M, and the improved plus Moore scenario has the potential to create over \$57.8M in new economic development potential.



City of Terrell Downtown Plan



	Baseline Current	No-build Scenario	Improved	Improved Plus Moore Reconstruction
Square Feet				
Total Land SF	16,419,032	16,419,032	16,419,032	16,419,032
Total Improvement SF	4,051,162	4,051,162	4,408,838	4,408,838
Commercial (Excluding Retail)	1,707,387	1,707,387	1,727,258	1,715,647
Retail	301,304	301,304	437,161	463,702
Industrial	761,782	761,782	761,782	761,782
MF Residential	45,270	45,270	243,883	243,882
Residential	1,001,028	1,001,028	1,003,864	1,001,028
Property Values	2016	2036	2036	2036
AG	\$242,670	\$353,524	\$0	\$0
Commercial (Excluding Retail)	\$42,726,134	\$62,243,909	\$109,510,715	\$115,592,940
Retail	\$7,539,906	\$10,984,219	\$27,716,646	\$31,242,288
Industrial	\$3,568,060	\$5,197,990	\$5,301,949	\$5,301,949
MF Residential	\$1,220,410	\$1,777,907	\$14,405,811	\$15,279,692
Residential	\$17,405,340	\$25,356,294	\$26,059,907	\$25,863,420
Total	\$72,702,520	\$105,913,843	\$182,995,029	\$193,280,289
Total Property Value/SF	\$18	\$26	\$42	\$44
Annual Ad Valorem Revenue	2016	2036	2036	2036
AG	\$1,757	\$2,560	\$0	\$0
Commercial (Including Retail)	\$309,423	\$450,770	\$793,077	\$934,034
Retail	\$54,604	\$79,548	\$200,724	\$226,257
Industrial	\$25,840	\$37,644	\$38,397	\$38,397
MF Residential	\$8,838	\$12,876	\$104,327	\$110,043
Residential	\$126,049	\$183,630	\$188,726	\$187,303
Total	\$526,512	\$767,028	\$1,325,250	\$1,496,033
Annual Sales Tax Revenue	2016	2036	2036	2036
Retail	\$301,304	\$438,943	\$2,101,641	\$2,439,315
Cumulative Revenue Estimate		No Build	Improved	Improved with Moore
Est. Sales Tax		\$7,019,583	\$33,609,507	\$35,988,465
Est. Ad Valorem		\$14,760,887	\$21,334,026	\$21,869,845
Est. Sales Tax & Property Tax		\$21,780,469	\$54,943,533	\$57,858,310

Table 4: Fiscal Summary

Fiscal Summary Notes:

- Retail square footage assumes 15% retail and 5% increase in retail in each scenario
- Moore reconstruction assumes 1% increase of inflation
- Public sector revenue calculated using build-out assumption
- Assumes 1% annual increase in value with downtown enhancements along Moore Avenue
- Scenario specific assumptions
 - The **no-build scenario** assumes that upkeep type infrastructure reconstruction necessary to hold the status quo in public water, sewer, road and drainage projects as identified in the Capital Improvement Program are completed to prevent deterioration of the CBD.
 - The **improved scenario** assumes all the CIP infrastructure reconstruction plus full implementation of Phase 1 of the recommendations, \$12,095,500 in City Funds leveraging \$6,655,000 in grant/partnership funds to make downtown improvements.



- *The improved plus Moore scenario assumes all the same as the Improved Scenario plus the Downtown Bypass, Rochester Extension and Moore Avenue Reconstruction are completed at a total cost of \$31 million.*
- *Other assumptions*
 - Any exist AG is assumed to be converted to commercial by Year 9.
 - Annual inflation factor w/o Moore 2%
 - Annual inflation factor w/ Moore 3%
 - Sales Tax Rate 2%
 - % Retail of Commercial (Baseline) 15%
 - % Retail of Commercial (Improvements) 19%
 - % Retail of Commercial (With Moore) 20%
 - Sales/SF Est (Baseline) \$50
 - Sales/SF Est (Improvements) \$150
 - Sales/SF Est (With Moore) \$165
 - Ad Valorem Tax / \$100 0.7242
 - % AG Land Improved 15%
 - AG Value Per SF of Improvement \$50
 - % MFR of Commercial (Improvements) 8%
 - % MFR of Commercial (With Moore) 8%



General Marketing Support

Marketing a historic downtown area requires an overarching strategy which is most successful when community partners are engaged. The City's commitment should be the funding of a basic on-going program that builds awareness and "the brand" for the area.

Early on, it is recommended that the City's communications department and the convention and visitors bureau share management responsibilities for a consistent marketing campaign as downtown amenities increase and new events are created.

The City's baseline commitment should be \$5,000 a month for 12 months. Each special event should be promoted with its own budget, with community partners contributing monies and in-kind services. Examples of marketing support includes a Farmer's Market and a Music & Arts Event.

Branding

Downtown Terrell deserves its own brand which speaks to its many facets; good times, food and beverage, entertainment, retail shopping and relaxation for all in an environment that celebrates the past. A simple graphic with a short punchy tagline should be owned by Downtown Terrell.





4.5 Policies

Strengthen Code Enforcement

Some of the main concerns in the downtown area appear to be dilapidated and deteriorated commercial structures, weeds and debris, inflexible zoning regulations, and lack of or outdated landscaping. These issues are not necessarily a result of weak code enforcement, but could also be attributed to owner, or lessee neglect. It is imperative that staff be provided with the tools they need to meet the challenging task of re-shaping Downtown Terrell.

The City may look into various grant-funded programs that assist with building rehabilitation, which would essentially bring some of these buildings up to code. If the downtown evolves into more multi-use structures, it may be possible to acquire some funding to rehabilitate dilapidated structures.

Terrell residents expressed a desire during the public engagement process to strengthen code enforcement. There are several options available to the City. The City could consider hosting a community seminar designed to explain the City's applicable codes and ordinances as outlined in the "Developer's Corner" section of the City's Website. Also, the City could put together a brochure or pamphlet that provides education to landlords of expectations to operate in Terrell. Another option is to consider stiffer fines and penalties for repeat offenders.

Update Zoning Ordinances

The Downtown Plan establishes the vision for Downtown Terrell as a compact, walkable, mixed use neighborhood. Much of Downtown Terrell's buildings and blocks were originally developed and designed with pedestrians in mind. As a result, it has an eclectic mix of uses, and as seen by the block structure, it is compact and provides appropriate transitions to adjoining neighborhoods. The current zoning for Downtown Terrell will need to be amended to create a tailored zoning tool that implements not only the overall vision for walkable mixed use, but also the nuances of the different sub-districts that are envisioned within Downtown such as the Core, Approach Corridors and the Transition areas north and south of Downtown. These transitions are critical in order to reknit and reconnect Downtown to its adjoining neighborhoods, especially to the south due to the barrier of the rail corridor.

Functional urban design standards requiring building design elements that support walkability and are compatible with the historic context should be adopted. A form-based code or similar zoning tool should be calibrated and developed based on the specific recommendations in the Downtown Plan.



Form-based zoning codes emphasize the relationship between the street and buildings and the form of the development over the land use. Although use is regulated, it is not seen as the most critical element that is regulated, rather the relationship between the building and its street and adjoining properties is more important in form-based codes. Form-based codes are best characterized by mixed-use activities that meet all of the basic needs of the community within a walkable distance.

One of the most important implementation tools should include creating “adjacency predictability” through the chosen zoning tool. Form-based codes when used as a zoning tool can provide adjacency predictability which allows adjoining properties to be redeveloped under the same set of standards that ensure each individual property owner’s investment can be maximized with respect to redevelopment under a “master plan.”

A proposed regulatory strategy for Downtown are proposed in ***Appendix 4: Regulatory Strategy for Downtown.***

5. Implementation



Table 5: Downtown Plan Recommendations Summary describes a list of projects defined in terms of potential partners in implementing the projects, cost and time frame. The total recommended in the first five years is \$18,748,500 plus \$31,510,000 in the second five years.

1. Downtown redevelopment requires strong concentration of public and private resources. This can come in the form of incentives, programs, policies, public investment and strategic partnerships. The most valuable tool in downtown revitalization is a well-defined framework with form-based zoning and design guidelines. Additionally, a strategy on activation that leverages private goals and investment with strategic public investment is critical. In order to fund the Downtown Plan and achieve these goals, there are a number of sources the City Council may investigate, including:

a. **TIF/TIRZ**

The City of Terrell is already familiar with tax increment financing (TIF). The city's existing TIF technically includes downtown, but financing from this TIF has not been used in downtown, because funding has not been generated as yet. Setting up a downtown Tax Increment Reinvestment Zone (TIRZ) allows the city to reinvest future incremental value increases to fund critical public assets. While individual projects can participate in TIF revenue, the best application would be for larger public improvements. The build-out analysis shows that there could be considerable capacity to accomplish a number of projects using the TIF.

b. **BID**

A business improvement district would create additional resources for maintenance and operations for downtown. This would include an additional assessment on



existing owners downtown, but could address recurring events, smaller grants, programming, beautification, and other improvements.

c. **380 Agreement**

A 380 Agreement could be used on project specific incentives and is a powerful tool used in a number of development and redevelopment projects. A 380 can include a number of provisions, however a majority are performance base and refund a portion of additional sales tax and property tax created. A 380 agreement would be ideal for individual catalyst projects.

d. **Participation of City Assets**

Another tool that can be used is leveraging city assets for redevelopment. A number of cities have used older city halls, fire stations and public facilities that were repurposed or redeveloped into high quality commercial and mixed-use buildings. As various city assets become functionally obsolete the city can explore if the property could be leveraged for revitalization.

e. **Grants/Rebate**

The city has a number of rebate programs. The façade redevelopment program is an effective way to improve aesthetics. The city may want to consider removing the cap on rebates and extend the term beyond 3 years, but factor in return, payback and impact as additional performance metrics. One option would be to consider funding up to 10 years of the additional increment up front, which has created substantial investment in both commercial and residential neighborhood for the City of Richardson.

f. **Type A Funds**

Terrell has a Type A economic development corporation that focuses on primary job projects that are funded from sales tax. Type A funding can be used to fund downtown improvements as follows:

- Type A could support projects downtown that involve approved infrastructure projects, or primary jobs with 25 or more employees;
- The Type A can use up to 10% of its funding for marketing, which can be used to promote downtown and recruit quality uses.
- Type B projects, such as downtown improvements, can be paid for with Type A funds with voter approval.

g. **Type B Funds**

Type B corporations may pay for land, buildings, equipment, facilities, targeted infrastructure and improvements for various projects including:

- Tourism, entertainment, convention facilities and public parks including downtown



- Downtown retail incentives
- Infrastructure
- Housing initiatives
- Maintenance and operating costs of projects
- Demolition for older downtown buildings
- Public safety facilities

2. The Downtown Plan calls for substantial new investments in downtown programs and downtown infrastructure, with two primary concentrations:

- a. Sponsor events (Farmer's Markets, Art Shows, Concerts, Family Entertainment) that attract visitors to downtown on a regular basis, bolstering sales in local shops and demand for downtown space.
- b. Build infrastructure such as quiet zone improvements, sidewalks, landscaping, historical preservation, and water and wastewater systems to bolster development opportunities downtown, support downtown residential and new/expanding downtown businesses.

3. These goals generate economic benefits to the city:

- a. High quality downtown amenities create a unique sense of place and gathering opportunity for civic events.
- b. A strong downtown bolsters property values not only downtown but also in both the residential and commercial core surrounding downtown.

4. Consider creating a Quality of Life Board to help the City meet both the magnitude of costs of the long-term Downtown Plan and to organize the decision-making of the Downtown Plan. A Quality of Life Board could be funded by reallocating portions of either the property tax half cents sales tax and/or the Type A half cent sales tax to a Type B structure. Even with such a strategy, additional funding partners, private investors and grant sources will be needed to accomplish the aggressive vision of the Downtown Plan.



City of Terrell Downtown Plan



Table 5: Terrell Downtown Plan Recommendations Summary

Projects, Programs, Policies and Studies

Note: All costs include design and contingency if applicable

Downtown Initiative	Partners	Total Cost	Partners \$	City \$	Time frame
1 to 5 years					
Infrastructure					
Quiet Zone (Phase 1)		\$6,000,000	\$3,000,000	\$3,000,000	
Railroad crossing and signal equipment upgrades (12 @ \$500k)	FHWA	\$6,000,000	\$3,000,000	\$3,000,000	1-5 yrs
Pedestrians		\$5,636,000	\$1,913,000	\$3,723,000	
Sidewalk crossings of railroad tracks (12 @ \$200k)	FHWA	\$2,400,000	\$1,200,000	\$1,200,000	1-5 yrs
Sidewalk between Moore and Broad along 5 roadways @ \$50k	FHWA	\$250,000	\$125,000	\$125,000	1-5 yrs
Sidewalk between Breezy Hill Park and US 80	FHWA	\$700,000	\$350,000	\$350,000	1-5 yrs
Pedestrian ramps along Moore Avenue (48 @\$1,800)	FHWA	\$126,000	\$63,000	\$63,000	1-5 yrs
Crosswalk Signal upgrades (5 @ \$50k)	FHWA	\$350,000	\$175,000	\$175,000	1-5 yrs
New and Rehabilitated Sidewalks (15,065lf)	NCTCOG	\$1,810,000	\$0	\$1,810,000	1-5 yrs
Moore Avenue		\$1,200,000	\$525,000	\$675,000	
Restripe Moore Avenue	USDA	\$280,000	\$140,000	\$140,000	1-5 yrs
Streetscape enhancements	USDA	\$420,000	\$210,000	\$210,000	1-5 yrs
Entryway feature (on median)	USDA	\$350,000	\$175,000	\$175,000	1-5 yrs
Traffic Study	N/A	\$150,000	\$0	\$150,000	1-5 yrs
Infrastructure - general		\$100,000	\$0	\$100,000	
Acquire land for parking – 1.5 acres purchased @ \$5.00/sf	N/A	\$100,000	\$0	\$100,000	1-5 yrs
Parks and Plazas		\$2,080,000	\$600,000	\$1,480,000	
One Downtown Park	TPWD	\$1,200,000	\$600,000	\$600,000	1-5 yrs
One Downtown Plaza	N/A	\$880,000	\$0	\$880,000	1-5 yrs
Aesthetics (Urban Design Improvements)		\$3,100,000	\$490,000	\$2,610,000	
Landscape Improvement (along Moore)	TxCDBG	\$300,000	\$210,000	\$90,000	1-5 yrs
Downtown Market Walk (Adelaide Festival Space A)	N/A	\$2,400,000	\$0	\$2,400,000	1-5 yrs
Moore Avenue gateways	TxCDBG	\$400,000	\$280,000	\$120,000	1-5 yrs
Land Use		Policy related			
Restaurant / Food court plaza	N/A	Policy related			1-5 yrs
Mixed Use	N/A	Policy related			1 - 20 yrs
Downtown Living	N/A	Policy related			1 - 20 yrs
Live-Work Plan	N/A	Policy related			1 - 20 yrs
Facilities		\$250,000	\$125,000	\$125,000	
Small indoor entertainment venue	TPWD	\$250,000	\$125,000	\$125,000	1-5 yrs



City of Terrell Downtown Plan



Table 5: Terrell Downtown Plan Recommendations Summary

Projects, Programs, Policies and Studies

Note: All costs include design and contingency if applicable

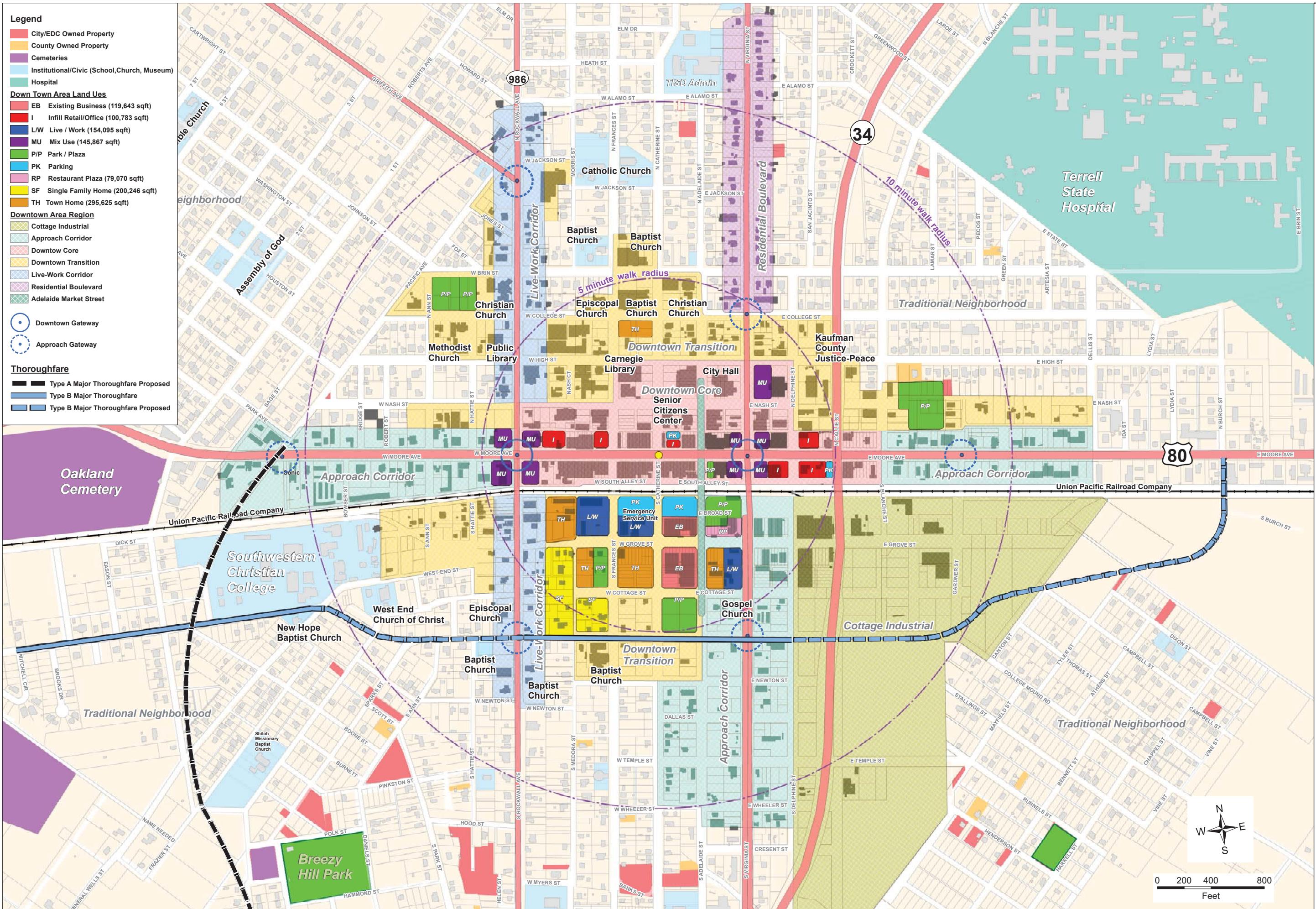
Downtown Initiative	Partners	Total Cost	Partners \$	City \$	Time frame
Economics and Marketing		\$280,000	\$0	\$280,000	
Merchandising and marketing strategy	N/A	\$35,000	\$0	\$35,000	Annual
Support DT recommendations and marketability	N/A	\$25,000	\$0	\$25,000	Annual
Incentives for structure refurbishing	N/A	\$15,000	\$0	\$15,000	Annual
Incentives for façade improvement	N/A	\$15,000	\$0	\$15,000	Annual
Business Owner Support	N/A	\$15,000	\$0	\$15,000	Annual
Support for a Farmers Market	N/A	\$150,000	\$0	\$150,000	Annual
Support for a Music and Arts Event	N/A	\$25,000	\$0	\$25,000	Annual
Policies		\$102,500	\$0	\$102,500	
Strengthen Code Enforcement	NA	\$2,500	\$0	\$2,500	1-5 yrs
Update Zoning Ordinance	NA	\$100,000	\$0	\$100,000	1-5 yrs
1 to 5 years Subtotal		\$18,748,500	\$6,653,000	\$12,095,500	
6 to 10 years					
US 80 east reliever	TxDOT & County	\$20,000,000	\$0	\$20,000,000	6-10 yrs
New and Rehabilitated Sidewalks (15,065lf)	NCTCOG	\$1,810,000	\$0	\$1,810,000	1-5 yrs
Rochester east-west extensions	N/A	\$5,000,000	\$0	\$5,000,000	6-10 yrs
North south streets common theme	N/A	\$300,000	\$0	\$300,000	6-10 yrs
One Downtown Park	TPWD	\$1,200,000	\$600,000	\$600,000	1-5 yrs
Downtown Market Walk (Adelaide Festival Space B)	N/A	\$3,000,000	\$0	\$3,000,000	1-5 yrs
Two east and west welcome approaches	N/A	\$200,000	\$0	\$200,000	6-10 yrs
6 to 10 years Subtotal		\$31,510,000	\$600,000	\$30,910,000	
11 to 15 years and beyond					
Moore Ave second phase	N/A	\$6,000,000	\$0	\$6,000,000	11-15 yrs
Access to Terrell State Hospital (after Rochester)	USDA	\$700,000	\$350,000	\$350,000	11-15 yrs
Ann Street Round-A-Bout (east of college)	N/A	\$3,400,000	\$0	\$3,400,000	11-15 yrs
Four north and south welcome approaches	N/A	\$400,000	\$0	\$400,000	11-15 yrs
New Library Downtown	USDA	\$20,000,000	\$0	\$20,000,000	Beyond
Long term parking structures phasing	N/A	\$18,000,000	\$0	\$18,000,000	Beyond
11 to 15 years Subtotal		\$48,500,000	\$350,000	\$48,150,000	
GRAND TOTAL		\$98,758,500	\$7,603,000	\$91,155,500	

City of Terrell

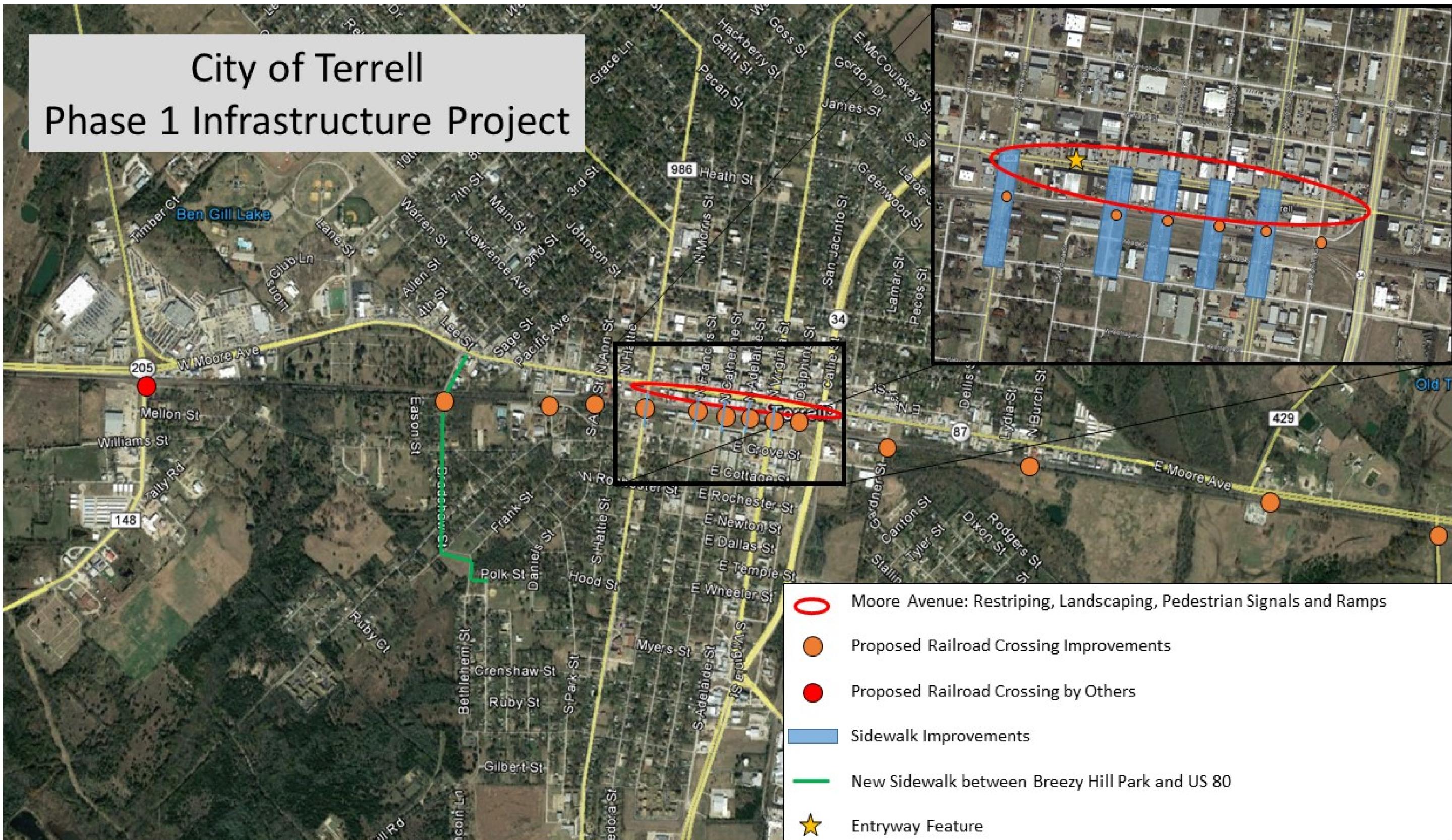
Downtown Area

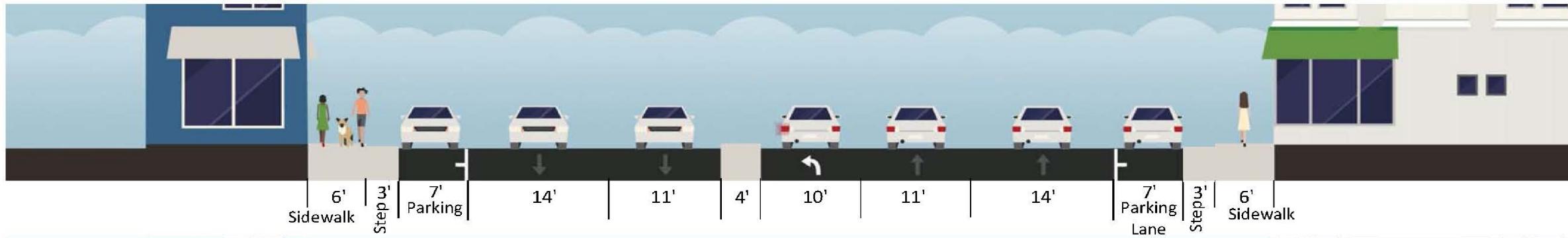
EXHIBIT
1

KSA



City of Terrell Phase 1 Infrastructure Project

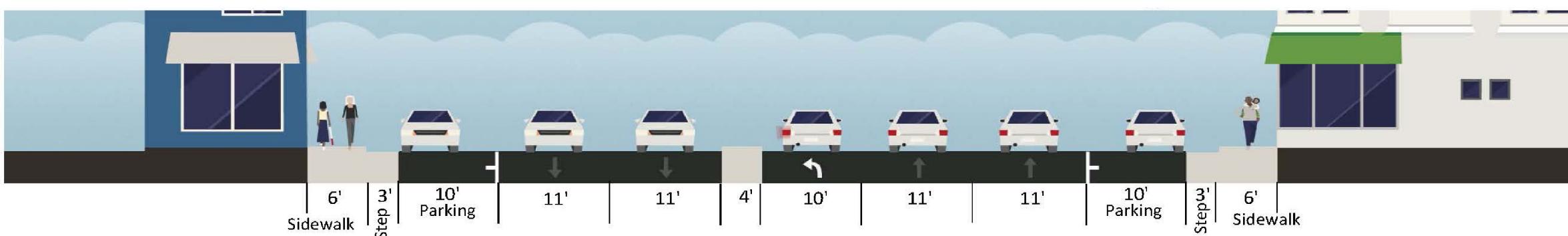




**A. Existing /
Five Lane #1**
5-Lane Divided
with Parking

Capacity
29,000 veh/day

Existing Conditions



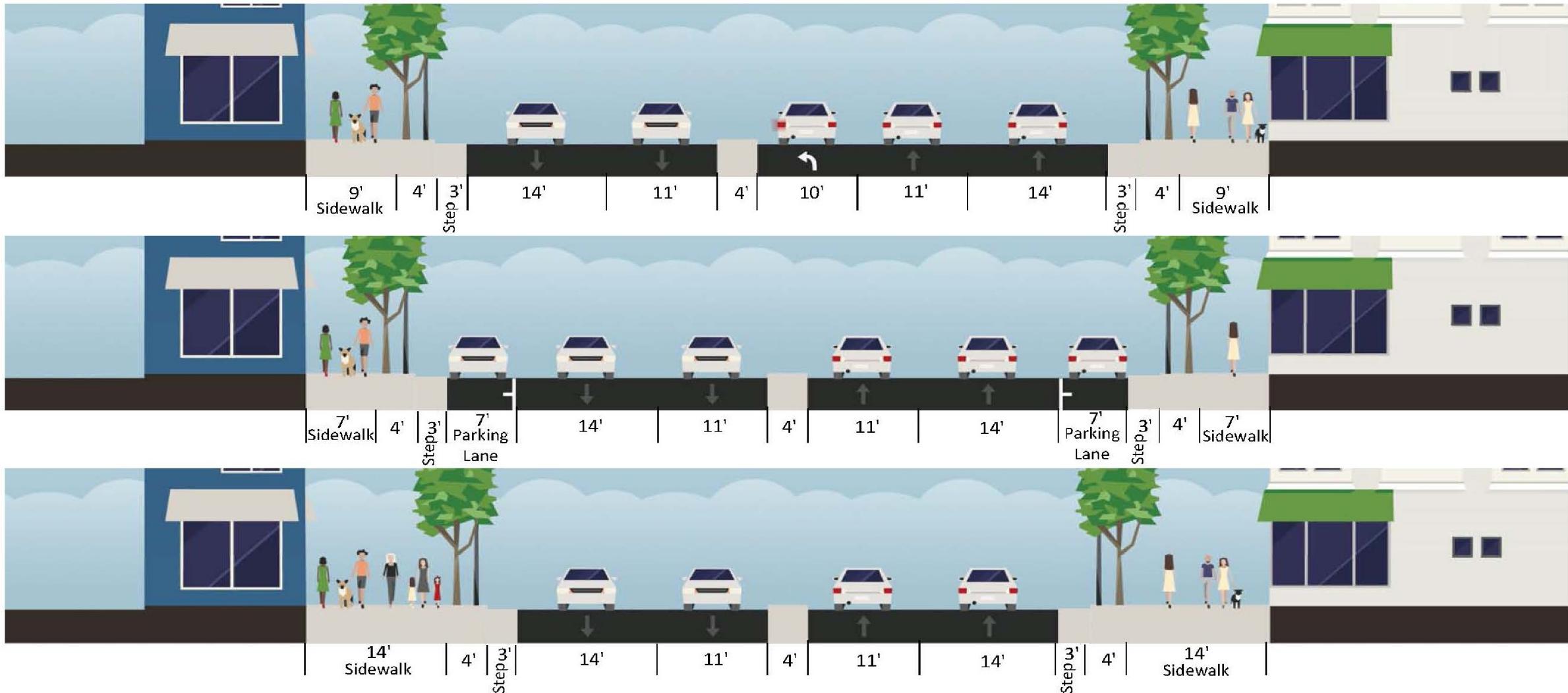
B. Restriping
Short Term Solution
with Increased
Parking Width

Capacity
29,000 veh/day

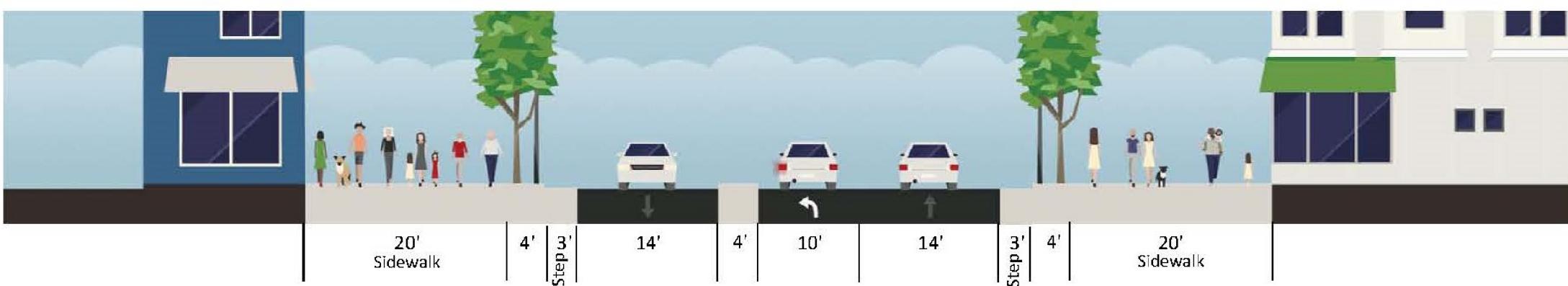
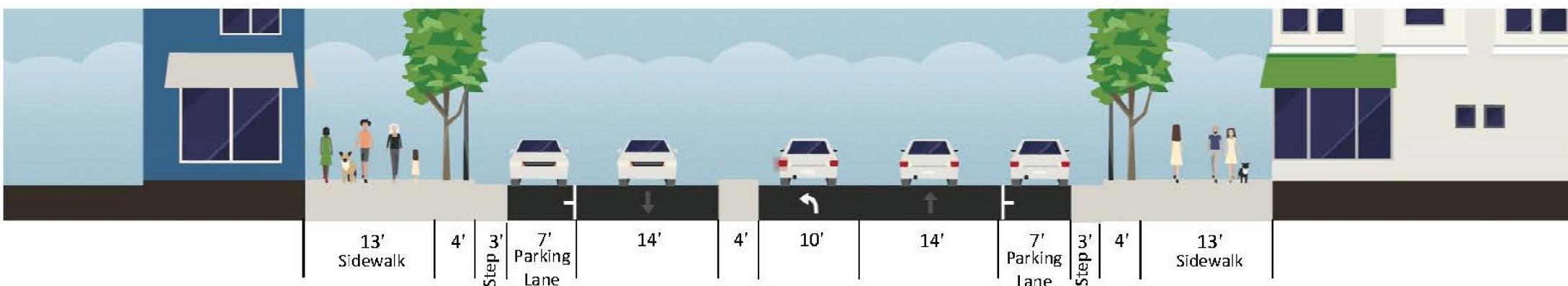
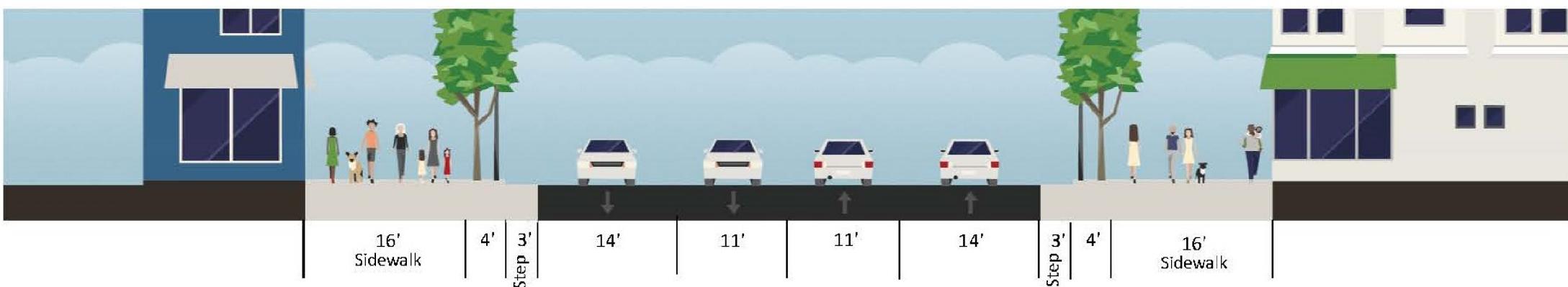
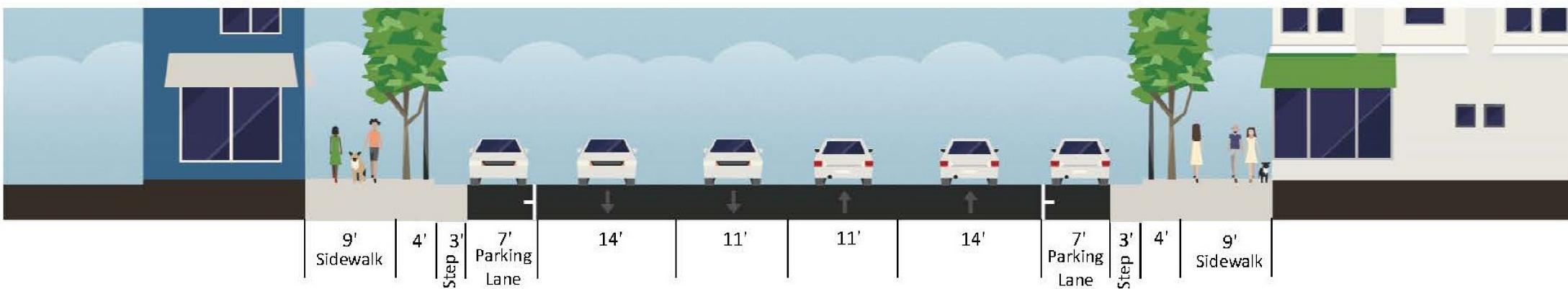
Short Term Solution

Terrell Downtown Plan

Moore Avenue Cross Section Options



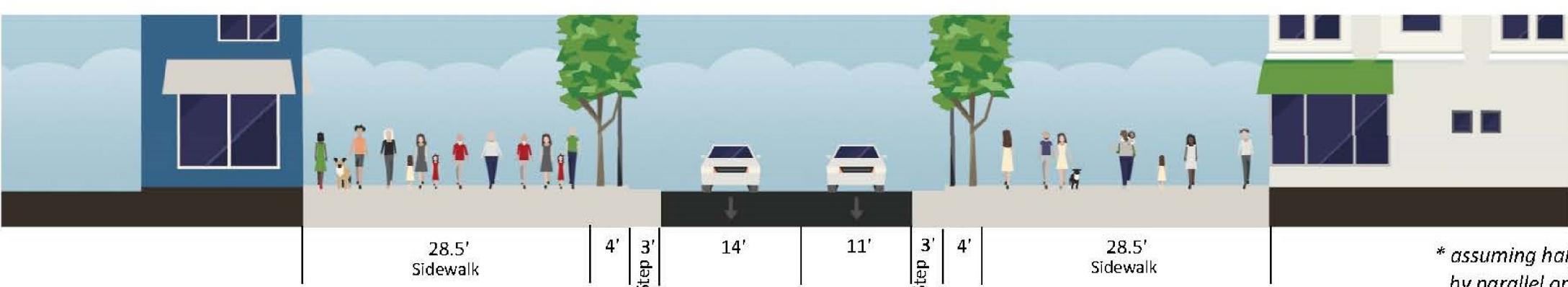
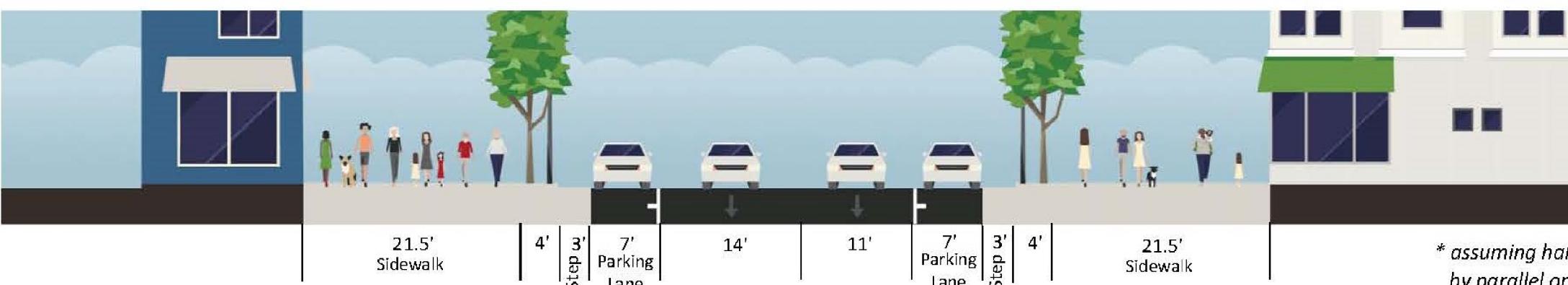
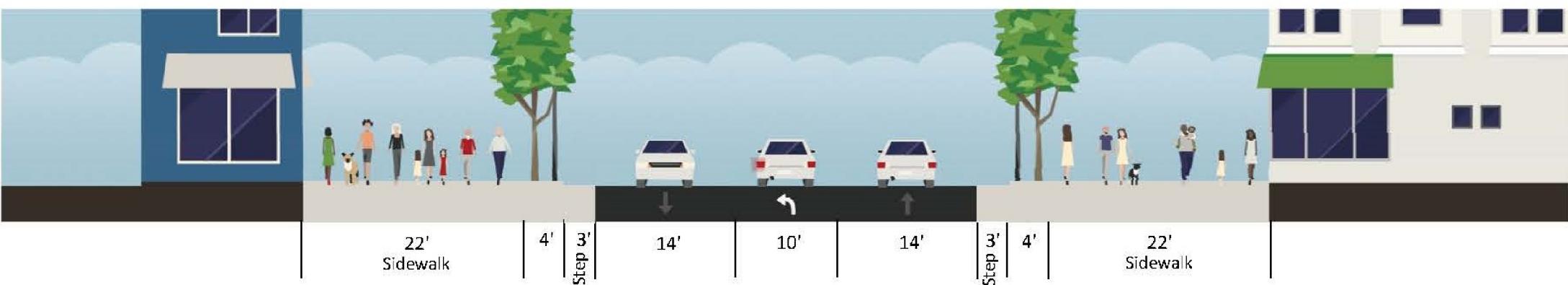
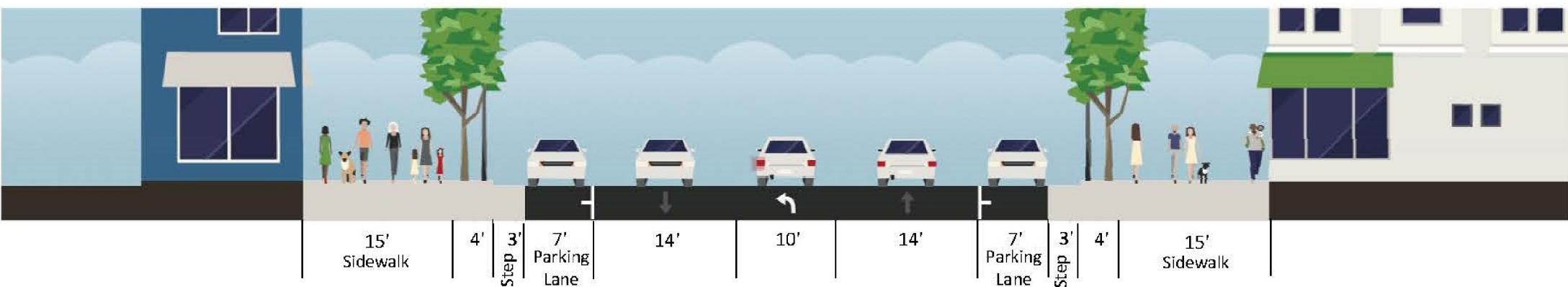
Long Term Solution



Long Term Solution

Terrell Downtown Plan

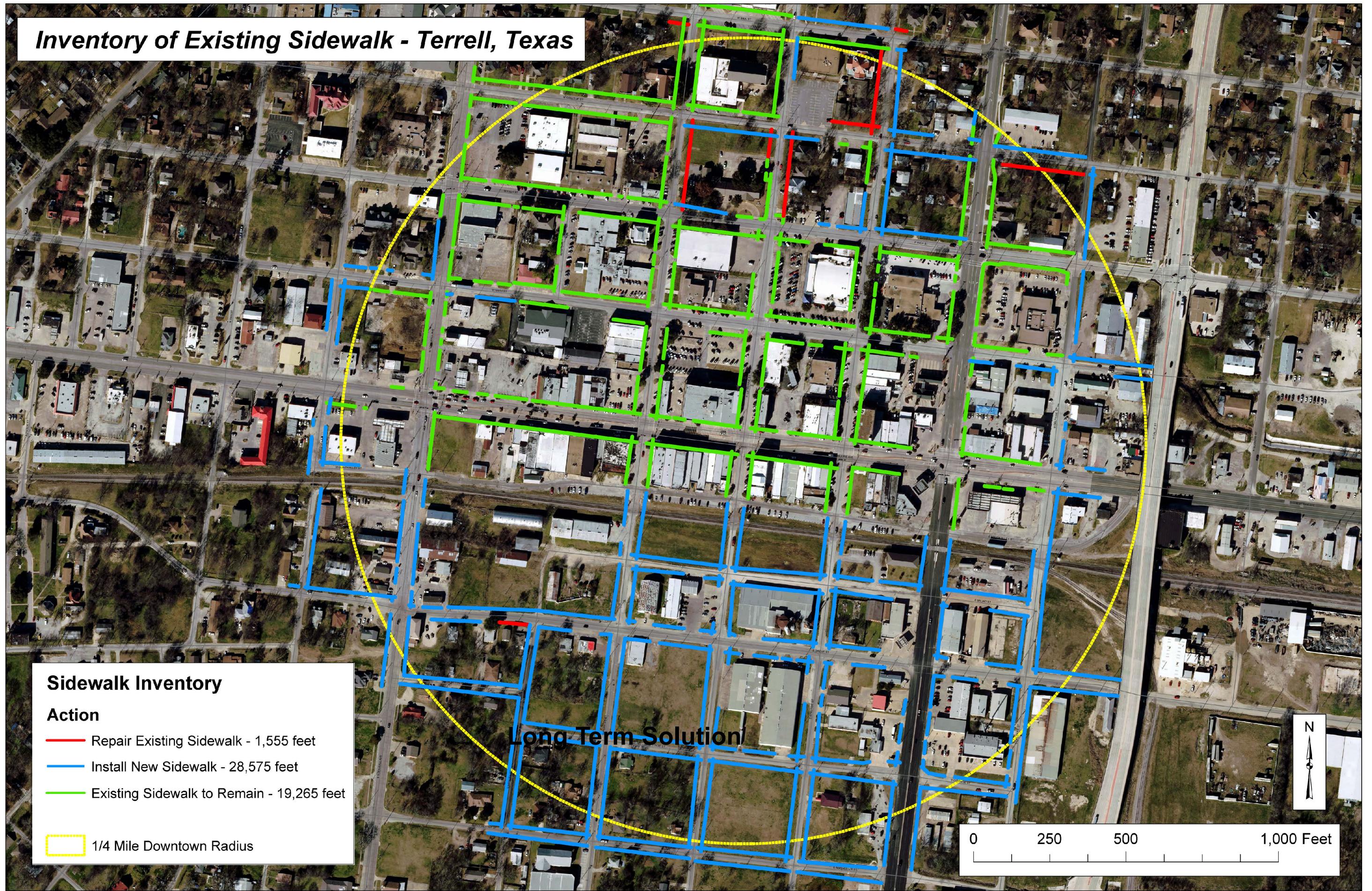
Moore Avenue Cross Section Options



Long Term Solution

Terrell Downtown Plan

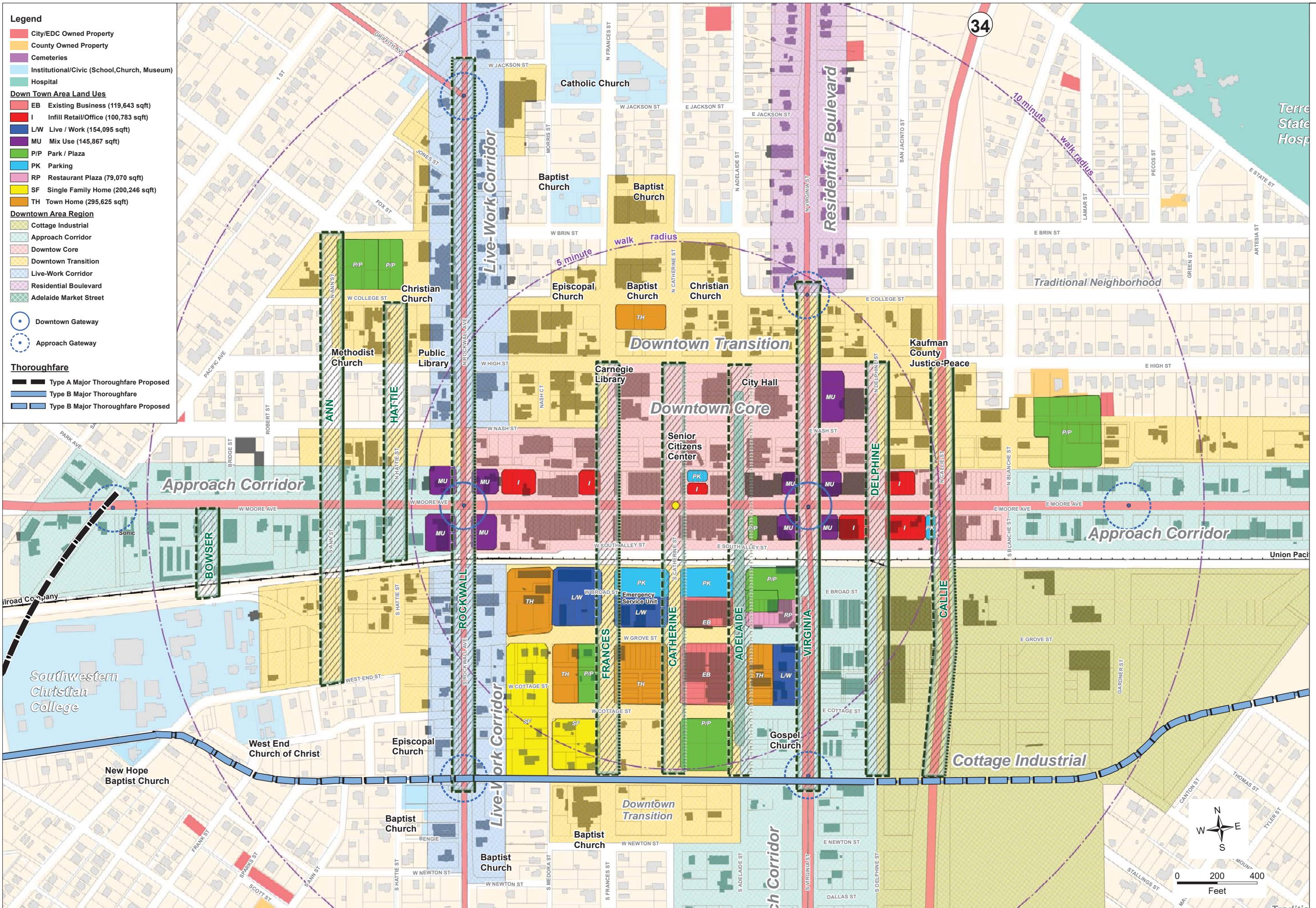
Inventory of Existing Sidewalks



City of Terrell

Downtown North-South Streetscape Improvements

EXHIBIT
5
KSA

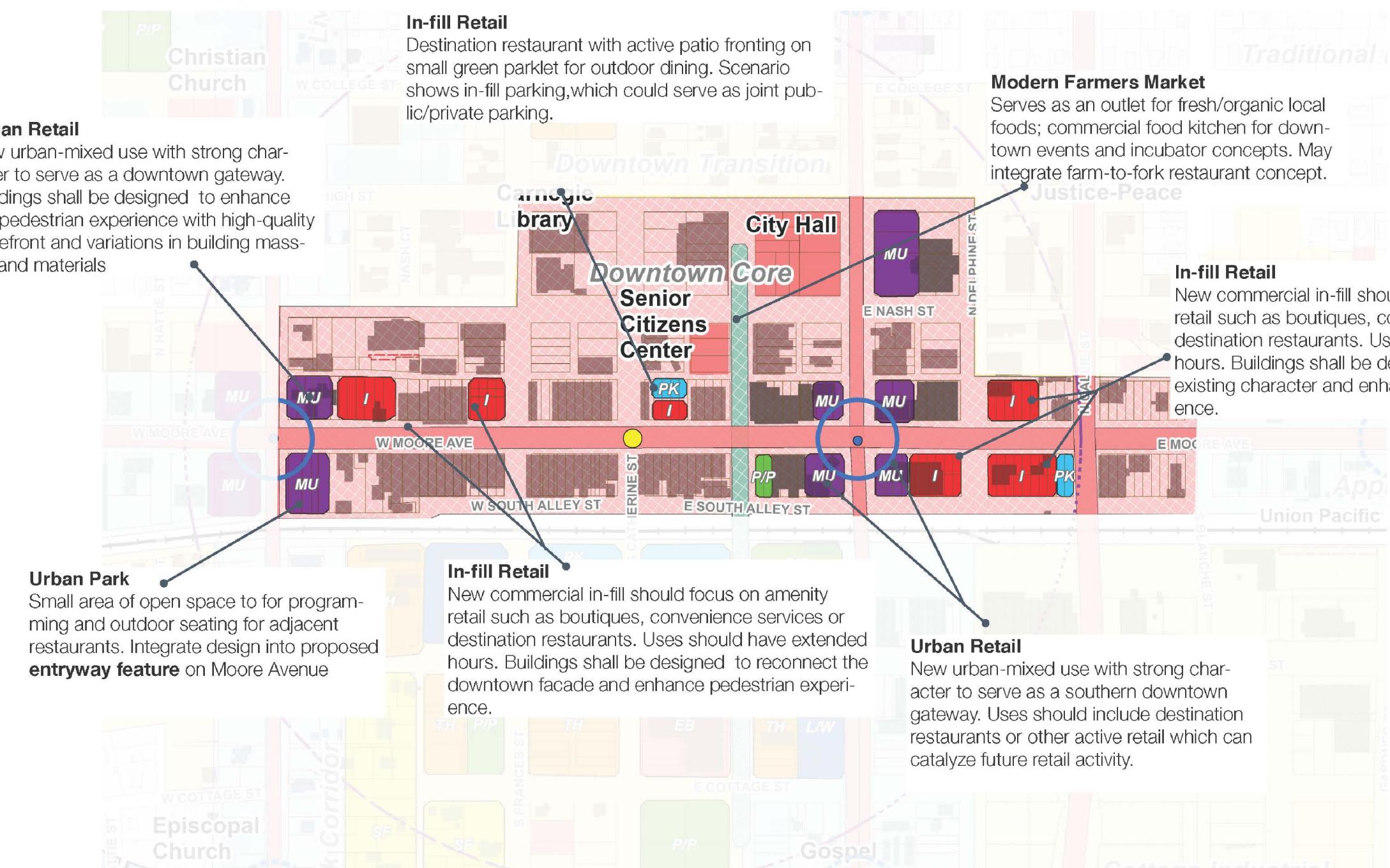


Downtown Core

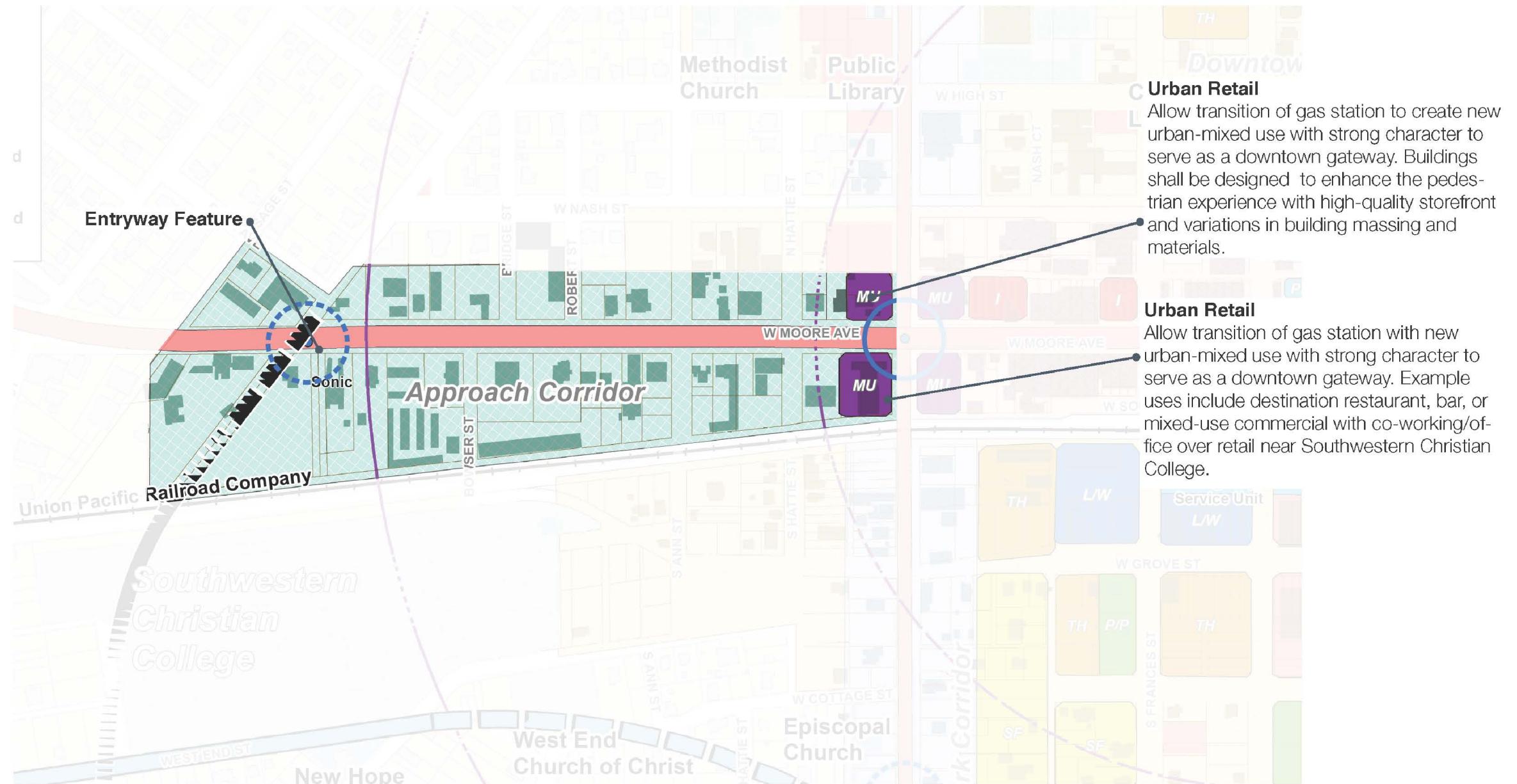
Terrell Downtown Plan

Downtown Core

EXHIBIT
6
KSA



Approach Corridor



Downtown Transition





Downtown Plan Appendices

Appendix 1: Downtown Public Engagement

Appendix 2: TDA Grant Submittal: Section 5 CBD

Appendix 3: Public and Private Parking Inventory

Appendix 4: Regulatory Strategy for Downtown

Appendix 5: Downtown Parks (Excerpts from Parks Master Plan)



Appendix 1:

Downtown Public Engagement

Appendix 1: Downtown Public Engagement

A Community Engagement and Collaboration Summary Summer/Fall 2017

Public engagement for the Comprehensive Plan and Downtown Plan together include best practices for strategic and effective communication. All public engagement events, whether downtown specific or not, included comments and input with regards to downtown. The following summarizes input provided by community members in a series of stakeholder interviews, focus groups and public meetings.

Early in the process, council members and representatives of the school district, Chamber of Commerce and Economic Development Commission (EDC) suggested projects which would energize downtown. In another meeting, about 23 property and business owners/managers met to discuss specific needs for the redevelopment of downtown. Next in the series was a visionary session in which approximately 30 community leaders, property owners and business operators discussed three important topics; (1) a vision statement; (2) mapping of public facilities and spaces as well as housing options, and (3) spending priorities.

A visioning session specifically dedicated to downtown, elaborated more on the community's vision for the future of downtown.

Additionally, over the course of public engagement component of the Downtown Plan, surveys were circulated in public meetings and by city representatives who made presentations to civic organizations to discuss the importance of both plans.





Appendices

A Summary of Downtown Priorities

Among the community's highest priorities are downtown's preservation and redevelopment. Code enforcement and city-based incentives are tools which can stabilize this area as well as older neighborhoods. Downtown should be a destination for all, including tourists from throughout north Texas. Attractions should include public entertainment venues, non-franchise restaurants, a winery, micro-brewery, and/or soda fountain, walkable spaces, patios and housing options. A quiet zone could alleviate the train noise. Traffic through town on US 80 should be addressed as a matter of urgency. Downtown deserves an overarching marketing plan and merchants need the support of the city, EDC and Chamber of Commerce.



A Collective Vision

Through the visioning process, participants were made aware of the costs of various improvements/projects that could be considered for implementation in downtown in the near future. Participants agreed with allocating dollars on projects like music and art support, downtown plaza and marketing support to name the top three. In every discussion, participants emphasized the need for immediate action in order to build momentum, so that the community is stabilized while going forward.

While the participants were enthusiastic and energetic, they are also realistic and generally understood the challenges ahead. Never wanting to overshadow or change the community from what characterizes it as a friendly place to live, work and play, they believe growth must be balanced and sustainable. Their visions for the future were remarkably similar; a self-sufficient city with jobs, quality housing, a strong school district, and vibrant downtown. Preservation of its historic structures will be the very foundation for quality and sustainable growth.



Appendices

Specifics include:

- Creating a vibrant downtown (with downtown amenities including residential).
- Restoring and/or tearing down dilapidated buildings in Terrell's core.
- Building and code standards should be applied equally to both old and new residential and commercial developments.
- Developing more parks and preserving green space.
- The railroad tracks no longer “divide” the city into two, socio-economically different segments.
- Developing a senior community near the lake will create value for the school district and has a customer base for downtown's redevelopment.
- Diverting the 20,000 plus cars that travel US 80 daily would build consumer support for commercial development city-wide.
- Creating a “walking” downtown district; with “mom and pop” shops, restaurants and mixed-use.
- Posting unified signage to direct people to downtown.
- Preserving historic structures with integrity and a purpose. In fact, downtown should be a destination for families and adults of all ages.
- Festivals and special events similar to those held in Texas legacy-towns e.g. Fredericksburg will attract residents and visitors alike.
- Add more to Terrell in the way of arts/culture, entertainment, and creating an active downtown.
- It was said: “Terrell will NOT become a cookie cutter place, there should be no chain restaurants.”

Specific downtown improvement should include:

- Walking paths/trails
- Seating
- Restaurants/places to eat including lunch and outside dining
- An outdoor stage for entertainment and live music
- Food trucks
- A farmer's market under SH 34 bridge
- Water in the form of splash pads and fountains
- Trees
- A dog park and play area for children
- Lofts and mixed-use development
- Architecture of townhomes and future housing to be in context of the historic look of downtown
- Parking garages



Appendices

Trucks are a concern and it was suggested that:

- Trucks be diverted
- Slower speed limit
- Traffic enforcement
- Bike lanes connected to the surrounding areas
- Road cleanliness
- Fewer used-car lots
- Cross walks with working pedestrian lights and pedestrian warning lights

Downtown's strengths are:

- Community Center
- Christmas parade
- Historic buildings
- American National Bank
- 7 to 8 businesses that have been there over 20 years
- Great businesses and owners
- SH 80

Downtown's weaknesses are:

- Vacant buildings
- Terrible parking
- Owners who don't maintain their properties
- Train noise
- High taxes
- Difficult to get support for downtown (the Chamber of Commerce should move downtown)
- No downtown association

Setting Priorities

Beginning now for three years, participants listed the following activities:

- Fixing older buildings and making façade improvements
- Repairing critical streets and alleys
- More murals and events
- Dallas partnership with chamber tours for trips to Terrell for shopping and entertainment downtown
- Signage to promote downtown
- Consider closing any of the 13 railroad crossings

In three to five years, activities should include:

- Winery and brewery



Appendices

- Walkable; pedestrian-oriented
- Building awnings
- A busier place

The consulting team presented an overview of the economic and market analysis underway as part of the planning process outlining strategies for downtown redevelopment and economic successes. Observations during this part of the study include:

- Limited destination uses and no cohesive feel towards an overall brand. Lack of vibrancy and experience.
- High vacancy and lack of retail/restaurants in the core.
- Limited residential options in the core.
- Lack of a central park, green space or lawn for programming, activation and social gatherings.
- No real definition of a downtown entryway to support a defining sense of place and arrival into the core downtown.
- Lack of downtown signage makes it difficult to navigate from place to place.
- Historic streetscape has limited landscaping, disconnected sidewalks and lack of cohesive feel.
- Downtown has a lack of vibrancy and no clear merchandising mix.
- Enhance park structure.
- Create space; spray park.
- Plant and maintain landscaping.
- Encourage redevelopment of historic structures.
- Enforce the development code.
- Clean up the area.
- Install historical markers and create a map of the historic area.
- Emphasize the history of downtown and city in all that is done.

When asked to comment about “the low hanging fruit,” participants in the study listed the following actions that they believe will energize downtown.

- Improve and maintain attractive landscaping with uniform trees along SH 80.
- Improve signage, showing uniformity and uniqueness (carefully crafted key words such as “antique store” versus “pawn shop”).
- Put in store fronts and/or take a creative approach to vacant buildings.
- Address code enforcement issues systematically and regularly (adopt codes that address problems not previously addressed by the city).
- Clean-up gateway corridors; discourage liquor stores, pawn shops and other similar businesses from operating along high traffic corridors.
- Partner with TISD to create locations for specific curriculums such as performing arts.
- Partner with the private sector to develop loft residential options.
- Keep downtown clean (encourage pride “in all things downtown”).

Appendices

- Use "change" such as American National Bank's example as a catalyst for area redevelopment.
- Close railroad crossings (Frances/Alley and Adelaide/Alley).
- Leverage Union Pacific to help develop small parks.
- Redevelop the Southland Athletic building.
- Assure that street lighting is unique.
- Encourage home ownership.
- Incorporate into the brand Terrell's transportation history, especially rail.
- Incentivize building owners, perhaps through an EDC 4B program.
- Decrease the number of Section 8 housing vouchers.
- Open a farmer's market at the depot.

**Spending Priorities**

Each of the groups was asked to suggest spending priorities for downtown's redevelopment. Each group's commitment could not exceed a total of \$10 million. Example projects were named without engineering cost estimates; only general sound-number costs were provided for the planning exercise.

Projects prioritized by five groups include:

- (1) Music and arts support; \$500K, all five groups
- (2) Downtown plaza; \$1M, all five groups

Projects prioritized by 4 of the groups include:

- (3) Marketing support; \$500K, four groups

Projects prioritized by 3 of the groups include:

- (4) City incentives; \$500K, three groups
- (5) Farmers market; \$500K, three groups

Projects prioritized by 2 of the groups include:

- (6) Public parking; \$500K, two groups
- (7) Minor road improvements; \$1M, two groups



Appendices

Projects prioritized by 1 of the groups include:

- (8) Transformation of Moore Avenue; \$7M, one group
- (9) Update Moore Avenue Streetscape; \$1M, one group
- (10) New Library; \$7M, one group
- (11) Parklets; \$250K, one group
- (12) Maintain/update downtown district streetscape; \$1M, one group

Vision Statements

During the visioning session, participants were divided in five groups and asked to develop a short vision statement for downtown, which resulted in the following:

- Downtown Terrell is an escape destination to small town living, shopping and entertainment with the preservation of historical charm and presence of patriotic heart.
- Visit Downtown Terrell for the best small town in East Texas and stay for the big time living and experience it services.
- Terrell is a historic, family-friendly destination with a small town feel that is vibrant with retail, dining and entertainment.
- Enjoy the warm history and charm of a bygone era while walking, shopping, dining, and enjoying outdoor artists as you explore our unique turn-of-the-century town built when trains were king.
- Historic Downtown Terrell – where our front door opens to the unique, the historic and the arts—where all people are welcome!





Appendix 2:

TDA Grant Submittal: Section 5 CBD

TDA Grant Submittal

SECTION 5: CENTRAL BUSINESS DISTRICT

CENTRAL BUSINESS DISTRICT

SECTION 5.1-COMMERCIAL AREA INVENTORY

An inventory of development features in the Central Business District (CBD) has been completed and is illustrated on Exhibit “3F” and “3G”. These features include, but are not limited to the existing land use, street rights-of-way and pavement widths, locations of sidewalks, curbs and gutters, on and off-street parking, condition of buildings and the location of traffic controls.

SECTION 5.2-ANALYSIS

Terrell’s Central Business District is comprised mainly of the area bounded on the west and east by Rockwall and SH 34 and the north and south by Rochester and Brin. Many of the City’s public facilities are located in this region including Terrell City Hall, Terrell Heritage Museum, Senior Citizen Center and Terrell Public Library. There is constant activity downtown, at most times during the day, and a genuine desire on the part of residents to patron local businesses. There are enough attractions in the downtown region to prompt viable economic activity.



Figure 5.1-American National Bank Building-Terrell, Texas

There has been quite a bit of re-development in the central business district recently, thanks to the efforts of private development, the Terrell 4A Board and the City of Terrell.

In order to continue the re-development of the Central Business District, the City will need to carry out the objectives detailed in the other elements of this overall comprehensive plan. The Housing Plan stressed the need to rid the City of vacant, dilapidated structures through purchase and redevelopment programs. This objective applies to the Central Business District as well.

There are several deteriorated structures in the Central Business District, both commercial and residential. In addition, several of the streets and sidewalks are deteriorated as well. In 2017, the city applied for funds from the Texas Department of Agriculture, Office of Rural Affairs, Downtown Revitalization Program for sidewalk improvements. The location of the project is Adelaide St. from High to Cottage. The City is also looking at preparing future applications along Adelaide.

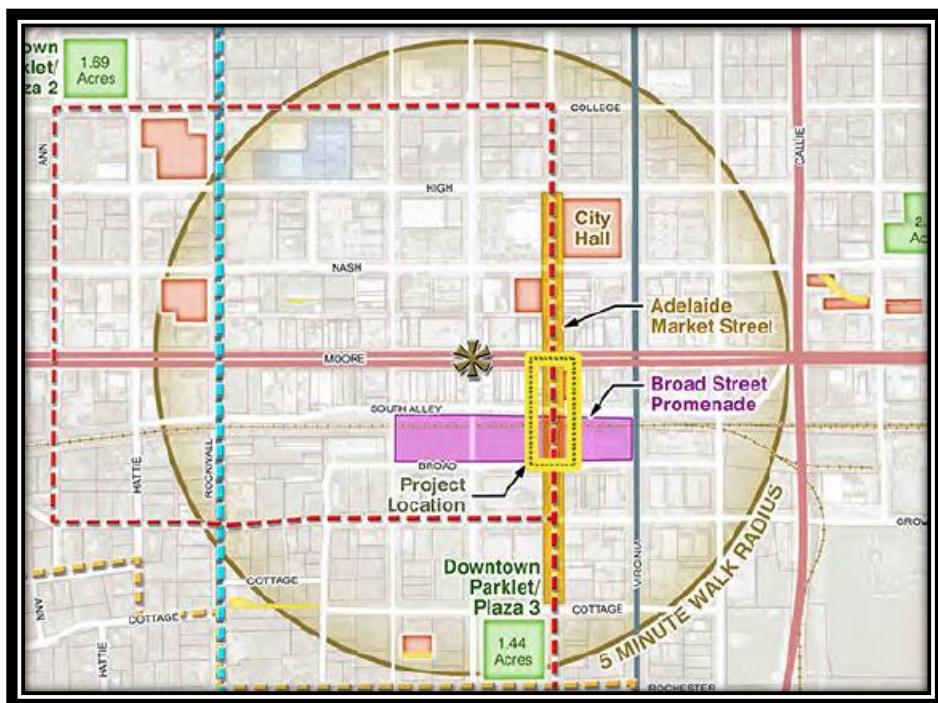


Figure 5.2-2017 Downtown Revitalization Program Project Map-Terrell, Texas

There is a lot of positive energy toward the transformation of the Central Business District into both a destination for tourists, and a functional, aesthetically pleasing commerce district for Terrell residents. The economic success of the downtown region plays a key role in the overall economic success of the community.

The CBD's current inventory contains a nice mixture of public, residential, and commercial land uses. It is important that certain public land uses, such as governmental offices and parks, remain in the CBD. These types of businesses and facilities give local residents reasons for visiting the CBD.

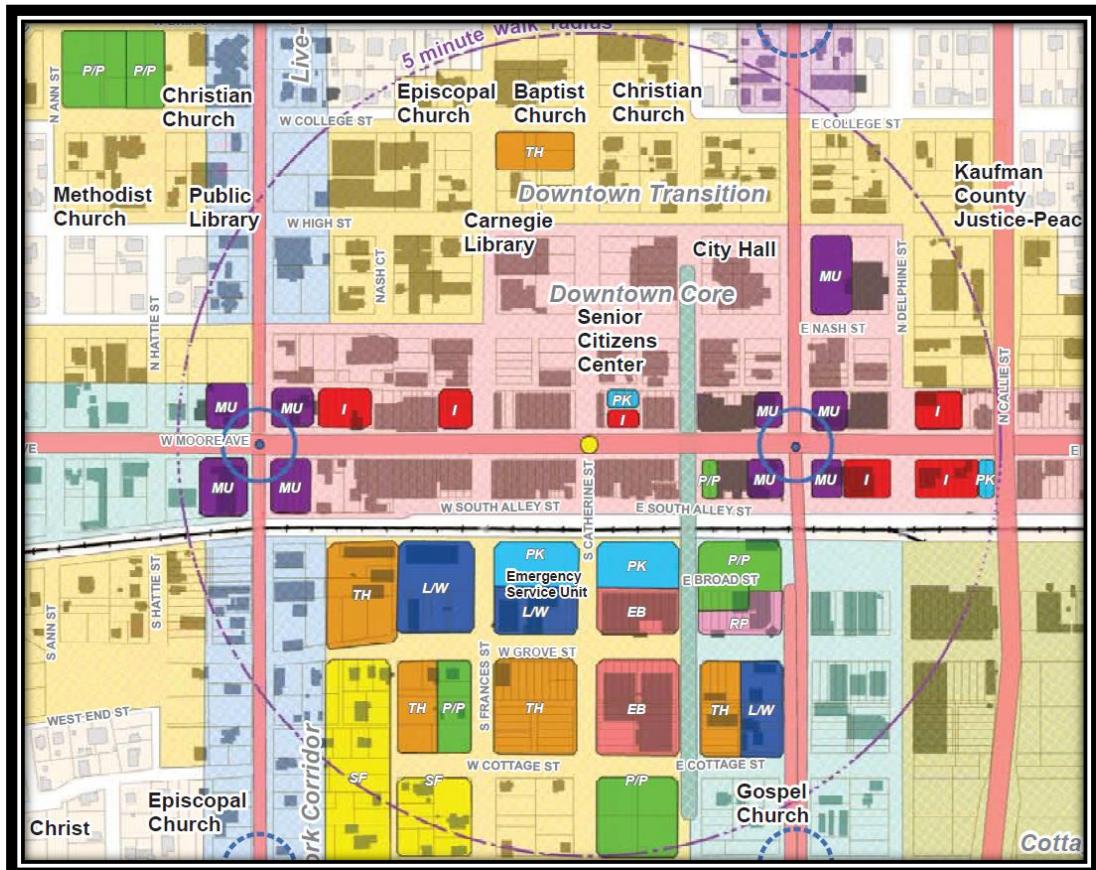


Figure 5.3-Terrell Central Business District Boundary

There are approximately forty-five (45) acres of commercial development in the existing Central Business District (CBD). There are also some non-commercial uses (single-family homes, churches, etc.) and vacant lots within the CBD. The projected CBD commercial acreage would be approximately seventy-five (75) acres. The ratio of existing commercial development acreage to projected commercial acreage is about 3:5. There are approximately 2,000,000 square feet of used commercial floor area in the Central Business District and approximately 300,000 square feet of vacant commercial floor area. Therefore, the ratio of used to vacant commercial floor is 20:3.

Strengths

- 1. The CBD is an important economic asset to the City of Terrell.*
- 2. It has active, friendly business owners who are interested in its development.*
- 3. It has a small-town atmosphere.*
- 4. There is a desire by the community to preserve and enhance the CBD.*

Weaknesses

- 1. Inflexible zoning regulations*
- 2. Strengthened code enforcement needed*
- 3. Outdated landscaping*
- 4. Deteriorated commercial and residential structures.*
- 5. Deteriorated streets and sidewalks.*

SECTION 5.3-CENTRAL BUSINESS DISTRICT PLAN

Theme *Vibrant Downtown*

Goal: *Become the vibrant destination of choice for historic downtown living, shopping, working, and entertainment.*

Objective 1: Improve walkability and the contextual pedestrian experience.

Timeline for completion: (2018-2028)

- A. *Develop design guidelines to enhance the urban environment.*
- B. *Improve infrastructure to connect people, places and spaces.*
- C. *Continue to utilize grant programs such as the Texas Department of Agriculture Downtown Revitalization Program.*

Objective 2: Promote mix of uses in downtown.

Timeline for completion: (ongoing)

Objective 3: Update land use policy to encourage responsible development and adjacency predictability.

Timeline for completion: (ongoing)

Objective 4: Create a façade improvement grant program

Timeline for completion: (2017-2020)

Estimated Costs: \$5,000.00 per unit

Zoning

Objective 1: Consider revisions to the zoning ordinance in order to take advantage of more flexible code-based zoning in the downtown area

(Timeline for completion: 2018-2019)

Estimated Costs: \$25,000.00

Code Enforcement

Objective 1: The City should consider the implementation of a rental housing inspection program, either by adopting amendments to an existing ordinance or adopting a new free-standing ordinance.

(Timeline for completion: 2018-2019)

Estimated Costs: \$5,000.00

Objective 2: The City could put together a brochure or pamphlet that provides education to landlords of expectations to operate in Terrell and consider stiffer fines and penalties for repeat offenders.

(Timeline for completion: 2018-2019)

Estimated Costs: \$2,500.00

Structures

Objective 1: Consider the use of the HOME program, administered through the Texas Department of Housing and Community Affairs (TDHCA), in an effort to repair or replace owner-occupied dilapidated housing units throughout the community.

(Timeline for completion: 2017-2035)

Estimated Costs: \$5,000.00 per unit

Objective 2: Consider the purchase of vacant, dilapidated structures with the purpose of commercial redevelopment.

(Timeline for completion: 2017-2035)

Estimated Costs: \$10,000.00 per unit

Streets and Thoroughfares

Objective 1: Install sidewalk improvements along Adelaide., as outlined in the City's 2017 TDA Office of Rural Affairs Downtown Revitalization Program Grant.

(Timeline for completion: 2018-2020)

Estimated Costs: \$325,000.00



Figure 5.4-Hico Sidewalk Improvements



Figure 5.5-Hico Sidewalk Improvements



Figure 5.6-Hico Sidewalk Improvements

Community Facilities

City Hall

Objective 1: Consider minor low-cost retrofits to the current structure that would enhance the aesthetics of the building and provide support for failing structural systems.

(Timeline for completion: 2018-2028)

Objective 2: Look for office space or vacant facilities that could be leased for a period of ten (10) years and re-locate certain City offices or departments such as engineering and municipal development.

(Timeline for completion: 2018-2028)

Terrell Public Library

Objective 1: Consider operating programs in donated space for the next several years.
(Timeline for completion: 2018-2018)

Objective 2: Begin plans to locate a site large enough to construct a new Library somewhere in the ½ mile downtown study area.

(Timeline for completion: 2028-2038)

Carnegie Library/Terrell Heritage Museum

Objective 1: Continue to maintain and initiate minor repair work to the museum at current levels for the next several years.

(Timeline for completion: 2018-2018)

Senior Citizen Center

Objective 1: Consider improvements to the existing parking area to alleviate problems associated with drop off.

(Timeline for completion: 2018-2023)

SECTION 5.4:-SOURCES OF FUNDING:

*Possible funding sources for proposed improvements to the Central Business District would include Grant funds as might be available through the Texas Department of Agriculture (TDA), particularly the **Downtown Revitalization Program**. In addition, the **USDA-Rural Development Community Facilities Grant** provides grants to assist in the development of essential community facilities in rural areas and towns of up to 20,000 in population. Grants are authorized on a graduated scale. Applicants located in small communities with low incomes will receive a higher percentage of grants. Grants are available to public entities such as municipalities, counties and special-purpose districts, as well as non-profit corporations and tribal governments. In addition, applicants must have the legal authority necessary for construction, operation and maintenance of the proposed facility and also be unable to obtain needed funds from commercial sources at reasonable rates and terms.*



Appendix 3:

Public and Private Parking Inventory



Appendix 3: Public and Private Parking Inventory

<i>Inside the ½ mile circle</i>	Private Parking Spaces	Public Parking Spaces
South Alley Parking:		
South Rockwall Ave. to South Frances St. head in parking toward Railroad		26
Back of stores parking this area	7	
South Frances St. to Catherine St. head in parking toward Railroad		26
Back of stores parking this area	5	
South Catherine St. to South Adelaide St. head in parking toward Railroad		29
Back of stores parking this area	10	
South Adelaide St. to South Virginia St. head in parking toward Railroad		17
Unmarked spaces at South Alley and Virginia St.		12
Back of stores parking this area.	5	
Virginia St. to Delphine (Shell Station Parking)	9	
Moore Street Parking:		
Rockwall Ave. to Frances St. (Parallel Parking South Side)		19
Rockwall Ave. to Frances St. (Parallel Parking North Side)		11
Frances St. to Catherine St. (Parallel Parking South Side)		11
Frances St. to Catherine St. (Parallel Parking North Side)		6
Catherine St. to Adelaide St. (Parallel Parking South Side)		11
Catherine St. to Adelaide St. (Parallel Parking North Side)		8
Adelaide St. to Virginia St. (Parallel Parking South Side)		6
Adelaide St. to Virginia St. (Parallel Parking North Side)		8
Virginia St. to Delphine (Parallel Parking South Side)		3
Virginia St. to Delphine (Parallel Parking North Side)		12
Business Parking Areas on North side of Moore Ave:		
Rockwall Ave. to Frances St. (Restaurant parking)		50
Moore Ave and Frances St. (America National Resource Center)		33
Frances St. to Catherine St. (American National Bank Underground)		12
Frances St. to Catherine St. (America National Bank)		26
Catherine St. to Adelaide St. (Wells Fargo)		39
Virginia to Delphine (Fast Eddies)		15
Delphine to New S.H. 34 (Cold Maintain)		23



Appendices

Inside the ½ mile circle (continued)	Private Parking Spaces	Public Parking Spaces
Frances Street Parking:		
South Alley to Moore Ave. (Left Side-Head in Parking)		5
South Alley to Moore Ave. (Right Side-Head in Parking)		8
Moore Ave. to West Nash (left Side-Head in Parking)		10
Moore Ave. to West Nash (Right Side-Head in Parking)		6
Moore Ave. to West Nash (Right Side-Parallel Parking)		2
West Nash to West High St. (Left Side-Head in Parking)		7
West Nash to West High St. (Right side-Head in Parking)		11
West High St. to College St. (left Side-Head in Parking)		3
West College St. to West Brin St. (Right Side-Head in Parking)		15
Catherine Street Parking:		
South Alley to Moore Ave. (Left Side-Head in Parking)		
South Alley to Moore Ave. (Right Side-Head in Parking)		
Moore Ave. to West Nash (Left Side-Head in Parking)		9
Moore Ave. to West Nash (Right Side-Head in Parking) (Wells Fargo)		12
West Nash to West High St. (Left Side-Parallel Parking)		4
West Nash to West High St. (Right Side Head in Parking)		10
West High to College St. (Left Side-Bank Parking Area)	23	
West College St to West Brin St. (Left Side-Head in Parking) (Church)	11	
West College St. to West Brin St. (Right Side-Church Parking Area)	58	
Catherine St & Nash (America Nat. Operation Center-Parking Area)	76	
Adelaide Street Parking:		
South Alley to Moore Ave. (Left Side-Head in Parking)		5
South Alley to Moore Ave. (Right Side-Head in Parking)		8
Moore Ave. to West Nash (Left Side-Head in Parking)		6
Moore Ave. to West Nash (Right Side-Head in Parking)		13
West Nash to West High St. (Left Side-Head in Parking)		16
West Nash to West High St. (Right Side-Parallel Parking)		4
West College to West Brin St. Left Side-Head in Parking) (Church)	14	
Virginia Street Parking:		
South Alley to Moore Ave. (Right Side-Head in Parking) (Shell Station)	5	
Moore Ave. to East Nash (Right Side-Parallel Parking)		4
Moore Ave. to East Nash (Right Side) (Fast Eddies) Parking Area	15	
Moore Ave to East Nash (Right Side) (Baylor) Parking Area	70	



Appendices

Inside the ½ mile circle (continued)	Private Parking Spaces	Public Parking Spaces
Delphine Street Parking:		
South Alley to Moore Ave. (Left Side-Head in Parking) (Street) (Shell)		4
South Alley to Moore Ave. (Left Side-Head in Parking) (Shell Station)	4	
Moore Ave. to East Nash (Left Side- Head in Parking)		8
Moore Ave. to East Nash (Left Side-Head in Parking) (Hospice)	30	
Moore Ave. to East Nash (Right Side- (Ambush Fitness) (Unmarked)	12	
Moore Ave. to East Nash (Right Side-Head in Parking)		6
East Nash to East High St. (Left Side-Head in Parking)		6
East Nash to East High St. (Left Side-Parallel Parking)		4
East Nash to East High St. (Right Side-Head in Parking) (McGinty's)	19	
Nash Street Parking:		
North Hattie St to Rockwall Ave. (Left Side-Head in Parking)		5
Rockwall Ave. to Nash Ct. (Left Side- Head in Parking)		10
Nash Ct (W. Nash to W. High St. Right Side Head in Parking) (Terrell H/C)		22
Nash Ct. to North Frances (Left Side Head in Parking) (Terrell Health Care)	18	
Rockwall Ave. to North Frances (Right Side) (Funeral Home Parking)	64	
North Frances St. to North Catherine St. (Left Side-Head in Parking)		11
North Frances St. to North Catherine St (America Nat. Bank Parking)	22	
North Frances St. to North Catherine St. (Right Side-Head in Parking)		15
North Catherine St. to North Adelaide St. (Left Side-Head in Parking)		21
North Catherine St. to North Adelaide St. (Right Side-Head in Parking)		6
North Adelaide St. to North Virginia St. (Left Side-Parallel Parking)		4
North Adelaide St. to North Virginia St. (Right Side-Head in Parking)		6
Nash (Left Side) (Parking for City Hall) (2 Areas of Parking)	19	
High Street Parking:		
North Rockwall Ave. to North Frances St. (Left Side-unmarked parking)		5
North Rockwall Ave. to North Frances St. (Left Side-Head in Parking)		35
North Rockwall Ave. to North Frances St. (Right Side-unmarked Parking)		14
North Rockwall Ave. to North Frances St. (Right Side-Head in Parking)		12
North Rockwall Ave. to North Frances St. (Right side-Parallel Parking)		6
North Frances St. to North Catherine St. (Right Side-Head in Parking)		9
North Catherine St. to North Adelaide St. (Left Side -Head in Parking)		7
North Catherine St. to North Adelaide St. (Left Side -Private Parking)	29	
North Catherine St. to North Adelaide St. (Right Side-Head in Parking)		12
North Adelaide St. to North Virginia St. (Right Side-City Hall Parking)	45	
North Virginia St. to Delphine (Left Side- Head in Parking)		5



Appendices

Inside the ½ mile circle (continued)	Private Parking Spaces	Public Parking Spaces
College Street Parking:		
North Rockwall Ave. to Frances St. (Right Side-Head in Parking)		7
North Frances St. to Catherine St. (Left Side-Head in Parking)		22
North Adelaide St. to North Virginia St. (Left Side-Private Parking)	13	
North Adelaide St. to North Virginia St. Right Side-Head in Parking)		5
PRIVATE PARKING INVENTORY		
Inside the ½ mile circle		
Various Business Parking South of Moore Ave:		
Terrell Railroad Depot at Virginia St.	13	
Davis Funeral Home (East Grove & Adelaide St.)	13	
Apex's (South Virginia St. & Cottage)	23	
Fresenius Medical Care (South Virginia St. & Cottage)	17	
Western Finance (South Virginia St. & Cottage)	35	
RM Physical Therapy (South Virginia St. & East Grove)	21	
Places of Business on East Grove (South Virginia St. to South Delphine) (Misc.)	11	
Railroad Area - Broad St. (South Virginia St to South Delphine) (Unmarked)	30	
Subtotal	163	
Various Business Parking North of Moore Ave:		
Rockwall St. at West Nash (ATT) (Parking Area)	61	
Rockwall St. at High St & Collage (LA Azteca Meat Market) (Parking Area)	47	
Subtotal	108	
Total Private Parking in ½ Miles Radius =	1,027	
Total Head in and Parallel Parking in ½ Miles Radius =	743	



Appendices

Parking Areas Outside of the ½ Mile, But Inside the 1 Mile Spaces larger than 10 were counted	Private Parking Spaces	Public Parking Spaces
Kaufman County Sub-Court House: (Unmarked Parking in Back)		30
Kaufman County Sub-Court House: (Head in parking in Front)		24
Kaufman County Sub-Court House: (Parallel parking in Front)		10
North Virginia and College St. (Hospice Center Parking)		28
East Moore Ave. (Private Parking) (Hickory BBQ)		18
East Moore Ave. (Private Parking) (Pop's)		28
East Moore Ave. (Private Parking) (Trinity Restaurant Supply)		16
East Moore Ave. (Private Parking) (Lafayette's Seafood) (Unmarked)		43
West Moore Ave. (Private Parking) (El Nogalito Mexican Restaurant)		32
West Moore Ave. and North Ann St. (Private Parking)		20
North Hattie St. and West High St. (Private Parking) (Dental Office)		21
West High St. and North Hattie St. (Private Parking) (Methodist Church)		52
West College ST. and North Hattie St. (Private Parking) Church of Christ)		66
North Rockwall Ave. and West High St. (Private Parking) (Terrell Library)		46
North Rockwall Ave. and West Brin St. (Private Parking)		22
Total Spaces		456

Traffic Control Inventory

Sidewalks:

Within the ½ mile Radius and the 1 mile are marked on Mapped Sheets:

Width of sidewalks, Condition of sidewalks, Color-coded of conditions on maps.

Stop Signs:

Shown on Maps. At Roadway Locations.

Pedestrian Crosswalks and Stop Bars are in good condition.

Stop Sign 4-ways:

Shown on Maps. At Roadway locations.

Yield Signs:

Shown on Maps. At Roadway Locations.

Traffic Signals:

Traffic Signal pole locations are marked on maps.

Moore Ave.; Pedestrian Crosswalks and Stop Bars are in good condition.

North Virginia S.; Pedestrian Crosswalks and Stop Bars are in good condition.

North Rockwall Ave.; Pedestrian Crosswalks and Stop Bars are in need of re-stripping.

North Delphine; Pedestrian Crosswalks and Stop Bars are in good condition.



Appendix 4:

Regulatory Strategy for Downtown



Appendix 4: Regulatory Strategy for Downtown

A Regulatory Strategy for Downtown

The vision for Downtown Terrell identifies key redevelopment opportunities in and around its historic core. They include Downtown's Historic Core along Moore Ave., Downtown Transition (north and south of the Historic Core), the Approach Corridor along Moore Ave. east and west of Downtown, the Live-Work Corridor along Rockwall Ave., the Residential Boulevard along N. Virginia Street, and the Cottage Industrial transition southeast of downtown.

A carefully crafted regulatory strategy will be necessary to preserve existing assets and to implement these specific ideas for redevelopment within Downtown Terrell. One of the most critical aspects of successful plan implementation is establishing adjacency predictability for redevelopment. This ensures that property values will increase consistently as redevelopment occurs. Consequently, a regulatory mechanism consistent with the community vision is essential for this plan to be implemented.

Downtown Terrell and its adjoining traditional neighborhoods were developed prior to the formal institution of the current zoning framework. Much of the city's original center was designed with pedestrians in mind. While the current CBD Zoning District addresses several issues that are compatible with achieving a walkable downtown such as parking, it will need to be fine-tuned to address some of the more critical nuances of the redevelopment vision. Some of these critical issues are listed below:

- Current zoning in the larger Downtown area is disjointed and does not coalesce into a clear demarcation of a center, edge, transitions, and neighborhoods as identified in the Downtown Master Plan.
- The existing regulations do not provide for "adjacency predictability" which is required to implement the Downtown Terrell vision and master plan. Specifically, the current development standards within the CBD zoning district does not result in a predictable built environment.
- Development standards in the CBD zoning district should emphasize the functional urban design relationship between the private and public realms rather than micro-manage use.
- In addition, mixing residential with other commercial uses, a key aspect of long-term downtown livability is limited to 50% of any building's floor area. While residential uses are not ideal on the ground floor of the most active "main street," they should not be limited on other streets and in the downtown transition areas. Although higher density residential uses are controversial in the community, well designed mixed residential, townhomes, and live-



work uses are seen as desirable in Downtown Terrell. To this end, the attention to design detail and transition to adjoining neighborhoods and uses will be critical.

Downtown Terrell Zoning Recommendations

With a clear vision for development within Downtown Terrell, having predictable building form outcomes will be critical to attracting new investment and preserving existing investment. The goal should be to “make it easy to do the right thing.”

Since a high quality public realm is what creates a walkable, mixed use downtown, the changes to regulatory standards that affect the built environment will need to be applied mandatorily. Lack of cohesive private and public realm design standards, will, in the long-term, undermine the goals of the plan by not requiring adjacent properties within the same area to redevelop under the same basic rules of design and quality; increasing property values through a coherent, predictable context from which investment can be measured and leveraged. Thus, a regulatory framework that does not require all property owners to meet higher design standards will create an uncertain environment and may fail to attract new investment. **Thus, mandatory design standards are imperative to economic development as opposed to an aesthetic requirement.**

Proposed Regulatory Framework: Based on the issues identified above and the vision for Downtown Terrell, the following recommendations are made with respect to the proposed regulatory framework. For more detail, see **Table: Recommended Downtown Terrell Regulatory Framework.**

- The existing and desired development character of Downtown and adjoining blocks should be regulated through a comprehensive form-based approach to achieve mixed use, transitions, and pedestrian-oriented design.
- Create appropriate Downtown Character Zones to implement the vision for different areas of downtown – the Historic Core along Moore Ave., Transitions north and south of Downtown, the live-work corridor, the residential boulevard, and cottage industrial next to the existing neighborhoods.
- Establish appropriate urban design standards associated with each Downtown character zone including building form, use, signage, and civic/open space standards with a focus on implementing pedestrian-oriented design.
- Establish a clear review, approval and appeal process for all development.
- Establish street design standards that are consistent with the different character zones and vision for Downtown Terrell.



Recommended Downtown Terrell Regulatory Framework

Downtown Character Zone	Downtown Core	Downtown Transition (N & S)	Approach Corridors	Live-Work Corridor	Residential Boulevard	Cottage Industrial
Purpose & Intent	<ul style="list-style-type: none">Intended to preserve and enhance the existing Downtown Core of Terrell with the blocks along Moore Ave., and the blocks to the north of it with the most intense commercial usesDevelopment standards in this zone will require new buildings and changes to existing buildings to be consistent with the historic architecture of the block along Moore Ave., and pedestrian orientation along key N-S Streets such as Adelaide and Virginia Streets	<ul style="list-style-type: none">DT North: Intended to preserve, enhance, and encourage compatible small-scale office or residential infill to the north of downtown. Compatible residential building types to include townhomes, duplexes, patio homes, zero-lot line homes and small lot single-family residential usesDT South: Intended to provide for a range of small scale commercial (retail, office, craft/cottage industrial, and live-work) and urban residential transitions between the Downtown Core and adjoining neighborhoods to the south	<ul style="list-style-type: none">Intended to provide a more aesthetically pleasant gateway into Downtown along Moore AvenueDevelopment standards should encourage improved landscaping and signage along the corridor in the short term. Longer term incentives should explore redevelopment of the aging, auto-oriented commercial corridor to a more walkable context	<ul style="list-style-type: none">Intended to provide for a range of small scale neighborhood-oriented commercial (retail, office, and live-work) and urban residential infill opportunities along Rockwall AvenueDevelopment standards will emphasize the use of urban residential building types such as small office or retail buildings, townhomes, and live-work buildings to be compatible with the adjoining neighborhoods	<ul style="list-style-type: none">Intended to recreate a grand residential boulevard along Virginia Street north of DowntownDevelopment standards to allow for large mansions or multi-unit homes that look like mansions with deep setbacks and generous landscaping	<ul style="list-style-type: none">Intended to redevelop older, defunct industrial area southeast of Downtown into a new area for craft and cottage industry and entrepreneurshipDevelopment standards to allow for a master planned redevelopment with a wide range of flexibility in uses but with performance standards to provide better transitions to the adjoining neighborhood
General Boundary Description	<ul style="list-style-type: none">Generally includes the blocks along Moore Ave. and two blocks north of Moore	<ul style="list-style-type: none">Blocks to the north and south of the Downtown Core	<ul style="list-style-type: none">Generally one lot deep along Moore Avenue east and west of the Downtown Core	<ul style="list-style-type: none">Area generally is one lot deep along Rockwall Ave. north and south of the Downtown Core	<ul style="list-style-type: none">Area generally one lot deep along North Virginia Street north of College Street	<ul style="list-style-type: none">South of the rail line and east of SH 34 between Downtown and the Stallings neighborhood
Permitted Uses	<ul style="list-style-type: none">Commercial (office, retail) on any floorCommercial frontage (ground floor built to commercial standards) required along Moore Avenue frontageResidential uses permitted by right on upper floors along Moore Ave. and on any floor along other frontagesAuto-oriented site elements (parking, driveways, etc.) are restricted along key street frontages	<ul style="list-style-type: none">Small scale commercial uses (retail, office, and institutional) and live-work, urban residential uses (within existing single-family buildings or similar new buildings, multi-unit homes)Surface parking limited to side or rear yards	<ul style="list-style-type: none">Range of commercial uses (retail, restaurant, office) and institutional uses; residential uses permitted on upper floorsScreening of auto-oriented uses and site elements along Moore Avenue	<ul style="list-style-type: none">Small scale commercial uses (retail, office, and institutional) and urban residential uses (including live-work uses)Surface parking limited to side yards or rear yards	<ul style="list-style-type: none">Single-family residential and multi-unit homesAccessory residential units/granny flatsMinimize impact of parking (surface and garages) by setting parking back from the front façade of the building	<ul style="list-style-type: none">Range of small-scaled commercial (retail or office) and light industrial/assembly/fabrication type uses including business incubation, culinary arts, craft brewing, etc.Industrial uses limited to craft/cottage industrial that is wholly compatible with urban residential and live-work usesLimit outdoor storage to screened rear yards
Building Form and Development Standards						
Building Heights	<ul style="list-style-type: none">5 stories (max.)	<ul style="list-style-type: none">3 stories (max.) with appropriate transitions adjacent to residential neighborhoods	<ul style="list-style-type: none">3 stories (max.)	<ul style="list-style-type: none">3 stories (max.) with appropriate transitions adjacent to residential neighborhoods	<ul style="list-style-type: none">2 stories (max.)	<ul style="list-style-type: none">3 stories (max.) with appropriate transitions adjacent to residential neighborhoods
Building Placement	<ul style="list-style-type: none">Require new buildings or additions to existing buildings to be built at or close to Moore Avenue and other key N-S streets (Virginia, Adelaide)Off-street parking not permitted between the sidewalk and building along Moore Ave.	<ul style="list-style-type: none">Require new buildings or additions to existing buildings to be built at or close to the primary street frontagesLimit the amount of off-street, surface parking visible from the primary street frontages	<ul style="list-style-type: none">Require new buildings or additions to existing buildings to be built oriented towards Moore Avenue (allow up to one row of surface parking along Moore with appropriate screening)	<ul style="list-style-type: none">Require new buildings or additions to existing buildings to be built at or close to the front property lineParking and service areas located at the rear of the lot and accessed from secondary streets or alleys		
Building Frontage	<ul style="list-style-type: none">A minimum amount of the lot frontage (approx. 80%) along Moore Ave. to be occupied by buildings	<ul style="list-style-type: none">A minimum amount of the lot frontage (approx. 60% - 75%) along the primary street to be occupied by buildings	<ul style="list-style-type: none">A minimum amount of the lot frontage (approx. 50%) along the primary street to be occupied by buildings	<ul style="list-style-type: none">A minimum amount of the lot frontage (approx. 50%) along the primary street to be occupied by buildings		

Downtown Character Zone	Downtown Core	Downtown Transition (N & S)	Approach Corridors	Live-Work Corridor	Residential Boulevard	Cottage Industrial
Off-Street Parking Strategy	<ul style="list-style-type: none"> All non-residential uses should have no off-street parking requirement All residential uses should have 1 space per residential unit Location of parking should be behind or on the side of the building Shared parking should be permitted within 1,200 feet of the lot for both residential and non-residential uses. Shared parking agreements may be needed 				<ul style="list-style-type: none"> All residential uses should have 1 space per residential unit Location of parking restricted to the side or rear of the principal building on the lot 	<ul style="list-style-type: none"> Same as Downtown Core
Residential Transition Requirements	<p>None (since zone does not abut any neighborhoods)</p>	<ul style="list-style-type: none"> Building heights limited to 2 stories within 25' of single-family uses 	<ul style="list-style-type: none"> Building heights limited to 2 stories within 25' of single-family residential uses 	None	None	<ul style="list-style-type: none"> Building heights limited to 2 stories within 25' of single-family residential uses
Building Design Standards						
Building Orientation and Entrances	<ul style="list-style-type: none"> Buildings to be oriented towards Moore Ave or other primary street with at least one primary pedestrian entrance on Moore Ave or primary street 	<ul style="list-style-type: none"> Buildings to be oriented towards Moore Ave. with at least one primary entrance on Moore Ave. 	<ul style="list-style-type: none"> Buildings to be oriented towards the primary street (Rockwall or Virginia) with at least one entrance on that street 		<ul style="list-style-type: none"> Buildings to be oriented towards the primary street with at least one entrance on that street 	
Roof Forms	<ul style="list-style-type: none"> Simple flat roofs with parapet with sloping roof accents (corners, towers, awnings, etc.) 			<ul style="list-style-type: none"> Simple gable and hipped roofs with minimum pitch (5/12) and maximum pitch (8/12) 		<ul style="list-style-type: none"> Simple roof forms (flat roofs with parapets or gabled or hipped roofs)
Minimum Façade Transparency	<ul style="list-style-type: none"> Establish a minimum requirement for doors and windows along Moore Ave. and other primary street facing facades (70% - 40% for ground floors and 50% - 25% for upper floors) Limit large expanses of blank walls along the primary street frontages 	<ul style="list-style-type: none"> Establish a minimum requirement for doors and windows along Moore Ave. facing facades (60% - 40% for ground floors and 50% - 25% for upper floors) 		<ul style="list-style-type: none"> Establish a minimum requirement for doors and windows along primary street facing facades (60% - 25%) 		
Façade Articulation	<ul style="list-style-type: none"> Base, middle, and top articulation Vertical rhythm (20'-30') (Shall be the repetition of certain vertical elements on a building façade to establish a pedestrian scale along the street front. This rhythm may be expressed by changing materials, or color, or by using design elements such as fenestration, columns and pilasters, or by varying the setback of portions of the building façade) 	 		<ul style="list-style-type: none"> Relatively flat fronts and simple roofs for residential buildings Encourage window projections, stoops, porches, balconies, and similar extensions to add interest along the street 		<ul style="list-style-type: none"> Flexible façade design to encourage eclectic façade options
	<p><i>Images depicting desired vertical rhythm and base middle and top articulation.</i></p>      					
Building Materials	<ul style="list-style-type: none"> Compatible with historic precedents Convey the impression of permanence and stability Generally masonry or comparable for ground floor commercial facades 			<ul style="list-style-type: none"> No more than 2 primary materials on building facades Range of building materials permitted based on historic precedents 		<ul style="list-style-type: none"> Flexible to allow for an eclectic mix
Historic Preservation	<ul style="list-style-type: none"> Establish minimum Historic Preservation standards based on Secretary of the Interior Standards for buildings within the Historic Landmark Overlay and for new construction/additions within the Overlay 	<ul style="list-style-type: none"> NA 				



Appendix 5:

Downtown Parks

(Excerpts from Parks Master Plan)

SPECIAL PURPOSE PARKS

In addition to the recommended neighborhood and community parks, special purpose parks in downtown and around the lakes are recommended. These additional parks will enhance the existing system and make the overall parks system more diverse and unique.

DOWNTOWN PLAZAS LAND ACQUISITION AND NEW PARK DEVELOPMENT

Since Terrell is not the Kaufman County seat, the city lacks a central downtown square where a county courthouse would have been constructed. There are many examples of bustling commercial development around a courthouse square in the Dallas-Fort Worth region, including Denton, McKinney, and Waxahachie. City leaders would like to identify a few areas in the city that could serve as an open space plaza for people to congregate with the intent that commercial development would occur in the surrounding area.

An analysis was conducted in coordination with the comprehensive plan to determine the location of sites that could be acquired and transformed into plazas. These sites are shown in Figure 3.10.

DOWNTOWN PARKLET/PLAZA 1: group of parcels bounded by High Street to the north, Nash Street to the south, and Blanche Street to the west. Together, ten parcels make up 2.63 acres and is the site of a former county building. The surrounding uses include single family homes, light industrial, and small businesses.

DOWNTOWN PARKLET/PLAZA 2: parcel bounded by Brin Street to the north, Hattie Street to the east, College Street to the south, and Ann Street to the west. This 1.69 acre site owned by the city used to be a hospital. The surrounding uses include two churches, the Terrell Public Library, small businesses, and single-family homes.

DOWNTOWN PARKLET/PLAZA 3: parcel bounded by Cottage to the north, Adelaide Street to the east, Rochester Street to the south, and Catherine Street to the west. This 1.44 acre site used to be a church and is owned by a willing seller. The surrounding uses include single-family homes and small businesses.

In addition to the three proposed plaza sites, it is also recommended to improve pedestrian connections to link the plazas and other key buildings in downtown.

ADELAIDE MARKET STREET: from High Street to Cottage Street, enhanced pedestrian amenities are recommended to provide a central core connection. This would connect City Hall to one of the downtown parklet/plazas. Suggested amenities include wide sidewalks, decorative pavement



Figure 3.10: Terrell Downtown Park Recommendations



treatment, site furnishings, landscaping, and portals/gateways. For special events, this section of the street could be closed to vehicular traffic to provide more of a market feel. This would be a great way to showcase local businesses and vendors.

BROAD STREET PROMENADE: from Frances Street to Virginia Street, there are a few vacant parcels of land just south of the railroad tracks that could be repurposed into public space. The promenade could serve as somewhat of a linear park with landscaping, site furnishings, and pavement treatment. This area could also work well for downtown festivals or markets.





PLAZA STANDARDS

Since plazas are a new type of facility recommended for Terrell, the city is encouraged to incorporate the following standards into a formal ordinance. This will ensure future plazas are developed to the same standards throughout the city. The images in this section are examples from other North Texas communities.

SUGGESTED SIZE: 0.5 – 2 acres

LOCATION: These plazas/parklets should be in highly trafficked areas (either on foot or by car) in order to attract users.

MINIMUM AMENITIES

- Park entry sign
- Seating
- Trash receptacles
- Drinking fountains
- Open space area
- Landscaping
- Security lighting
- Focal feature (ex: art, stage, amphitheater, water feature)

OPTIONAL AMENITIES

- Play equipment
- Pavilion
- Walking path
- Decorative lighting

DESIGN: The design of plazas/parklets can vary widely and should be reflective of the surrounding area. For example, a plaza in downtown may have more programmed elements than a parklet in a residential area. Security should be a major consideration for developing these sites. Plazas should be designed with flexibility for small events and other uses.

ADJACENCY AND INTERACTION: If the purpose of a plaza is to hold special events, then the adjacent uses should be commercial or retail instead of residences that may consider an event a nuisance. Alternatively, if the purpose of the plaza is to provide a small amount of greenspace in an area, the adjacent land uses could be residential, commercial, retail, industrial, or institutional.

